



From the collection of the



San Francisco, California
2006

HOUSTON PUBLIC LIBRARY
HOUSTON, TEXAS

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
JANUARY 1933

The Chairman Receives a Letter

July 23, 1932

Dear Sir:

The excellent work which your School has been doing in city planning research, as evidenced by the volumes already published, has interested me greatly. These books are interesting, authoritative and up-to-date, valuable alike to the student and the practitioner in city planning. And, of course, the comprehensiveness of the series grows with the publication of each additional volume.

Cordially yours,

Engineer

Has the writer of this letter exaggerated the value of the
HARVARD CITY PLANNING STUDIES?

Why not judge for yourself by securing copies of the four published
volumes?

AIRPORTS: THEIR LOCATION, ADMINISTRATION, AND LEGAL BASIS

By H. V. Hubbard, M. McClintock, and F. B. Williams

BUILDING HEIGHT, BULK, AND FORM

By G. B. Ford

NEIGHBORHOODS OF SMALL HOMES

By R. Whitten and T. Adams

URBAN LAND USES

By H. Bartholomew

These Volumes, Fully Illustrated
Price \$3.50 each

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Mass.

Recent Advances in Town Planning

By THOMAS ADAMS

One of the leading practitioners in the city planning movement in the United States and England notes down his rich experience in a volume equally valuable to municipal executive and to the electorate.

Its broad scope is indicated by the main headings:

Regional Plans
General Town Development
Statutory Town Planning
Local Development
Local Development (Site) Plans
Streets, Roads, and Other Ways

"It gives a comprehensive survey of all aspects of the subject."

—*Civil Engineering*

"We all may profit by sitting at his feet and listening."—*Architecture*

400 pages

Price \$6.50

Illustrated

Your order, accompanied by check, should be sent to

CITY PLANNING PUBLISHING COMPANY

12 Prescott Street, Cambridge, Mass.

Sociology of City Life A New Approach and New Presentation

By NILES CARPENTER

Chairman of the Department of Sociology and Anthropology,
University of Buffalo

This new work is more inclusive than any other dealing with the subject in English. Every phase of city life from remote times to the present is given with many new interpretations. The physical setting of city life, the nature of life in the city and its impact on human personality, and the underlying tendencies in urbanism are carefully developed, as well as the functioning of the city. New predictions are made.

More than sixty tables—drawn when possible from 1930 census data—lend concreteness and authoritativeness to the discussion. Twenty-five maps and four charts of unusual interest and practical value accompany the text.

Many new concepts are brought forward, such as the influence of culture shock upon personality demoralization and the rôle of the conflict between the cultural and economic forces in urban expansion in the undermining of urban civilization.

522 pages

\$3.90

Send your order, with remittance, to

CITY PLANNING PUBLISHING COMPANY

12 Prescott Street, Cambridge, Mass.

IN FUTURE NUMBERS

TRENDS IN PRESENT-DAY CITY PLANNING IN THE UNITED STATES, 1932

By **HAROLD S. BUTTENHEIM**

Editor, *The American City*

SOME PROBLEMS IN EXCESS CONDEMNATION

By **HOWARD M. BASSETT**

SLUM ERADICATION IN HAMBURG, GERMANY

By **R. S. MacELWEE**

Consulting Engineer

LIST OF PLAN REPORTS IN THE UNITED STATES, 1932

By **KATHERINE McNAMARA**

Librarian of the Schools of Landscape Architecture and
City Planning, Harvard University

Office of Publication: 11 Oak Street, Augusta, Maine

Correspondence concerning subscriptions or advertisements
should be addressed to

GENERAL OFFICE:

CITY PLANNING PUBLISHING CO.

12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. IX

JANUARY 1933

No. 1

CONTENTS

A New Plan for Historic Alexandria, Virginia . . .	IRVING C. ROOT	1
Acquisition of Park Land in Connection with Real Estate Subdivisions	S. HERBERT HARE	10
CURRENT PROGRESS:— <i>County Planning in California—Sir Christopher Wren Commemoration—First Planned County in New England—National Association of Real Estate Boards—Study of Metropolitan Regions at University of Pennsylvania—Providence Planning—Cedar Rapids Benefits—Regional Planning in Delaware—Planning Glynn County, Ga.—Austin Progress—Denver Accomplishments—Knoxville Major Operation—Zoning in Portland, Me.—New York Regional Plan Booklets—Manchester Carries On—St. Petersburg Zoning—Wisconsin State Highway Planning—Roof Playground Demonstration</i>		
		15
ZONING ROUNDTABLE:— <i>Farming—What Is a Street?</i>		33
LEGAL NOTES:— <i>Notes and Decisions</i>		36
N. C. C. P. & A. C. P. I. NEWS:— <i>Pittsburgh Meetings</i>		38
BOOK REVIEWS & LISTS:— <i>Reviews—Recent Publications</i>		40

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR
CONTRIBUTING EDITORS
EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD
ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright, 1933, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.

CITY OF ALEXANDRIA VIRGINIA

SCHOOL DISTRIBUTION

LEGEND

- SCHOOL GROUNDS**
 Existing Proposed
PARKS AND PARK-LIKE AREAS
 Existing Proposed
STREETS
 Existing Proposed



NOTE

Shaded areas are planned for non-residential use and are shown in this manner to indicate areas of different character, about which the planning committee is working.

ALEXANDRIA CITY ZONING COMMISSION

GEORGE GARRETT - CHAIRMAN
 JOHN L. BRADSHAW - SECRETARY
 JAMES E. LANE
 JAMES E. LANE

IRVING C. RUST - CITY PLANNER

POTOMAC RIVER

CITY PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. 9

January 1933

No. 1

A NEW PLAN FOR HISTORIC ALEXANDRIA, VIRGINIA

By IRVING C. ROOT
City Planner

THE brilliant past of the historic city of Alexandria, Virginia, has been aptly summarized in these words of the historian: "Alexandria was a stage on which was enacted the history of a nation and the world's historic figures moved familiarly upon her streets."

Purchased for six hundredweight of tobacco by John Alexander in 1660, the site of Alexandria was included in a tract of 6000 acres on the western shore of the Potomac River. About the time of the land purchase a Colonial fort was erected on the site of Alexandria. Due to this protection and to the deep channel of the Potomac, tobacco warehouses were erected on the waterfront and along Hunting Creek, and a lively trade with Europe was developed. The community grew and prospered, and soon the need of town government was recognized.

Perhaps the earliest city planning legislation in America was passed by the General Assembly of Virginia, when, in 1748, directors and trustees were appointed, "for designing, building, carrying on and maintaining the Town of Alexandria." The efforts of this early planning commission resulted in a town plan consisting of four streets running parallel to the river and seven streets running at right angles. These streets were 66 feet wide, and were given appropriate Colonial names such as King, Duke, Princess, Fairfax, Royal, and Pitt. The blocks were approximately 353

feet long by 246 feet wide and were divided into half-acre lots. The first thirty-one lots were sold at auction in the market place on July 13, 1749, at an average price of nineteen and one-half pistoles or about sixty dollars.

The survey field books of George Washington show that at the age of sixteen he worked with John West, the surveyor, in staking out the town. Thus our First President early became identified with this community in which he took such an active interest throughout his life. In fact, Alexandria was Washington's home town, for here he maintained his office, voted, worshiped, and received his mail.

ALEXANDRIA CONSIDERED FOR THE NATIONAL CAPITAL

James Madison in 1793, when chairman of the committee to select a site for the National Capital, chose Alexandria. He recommended Shuters Hill, which dominates the city from the head of King Street, as the proper site for the capitol building, and Thomas Jefferson approved this selection. However, George Washington, who was an extensive property owner in Alexandria, feared that he would be accused of selfish motives and rejected their choice. Shuters Hill is now the site of the impressive George Washington Masonic National Memorial, a fitting tribute to the leading citizen of Alexandria and of America.

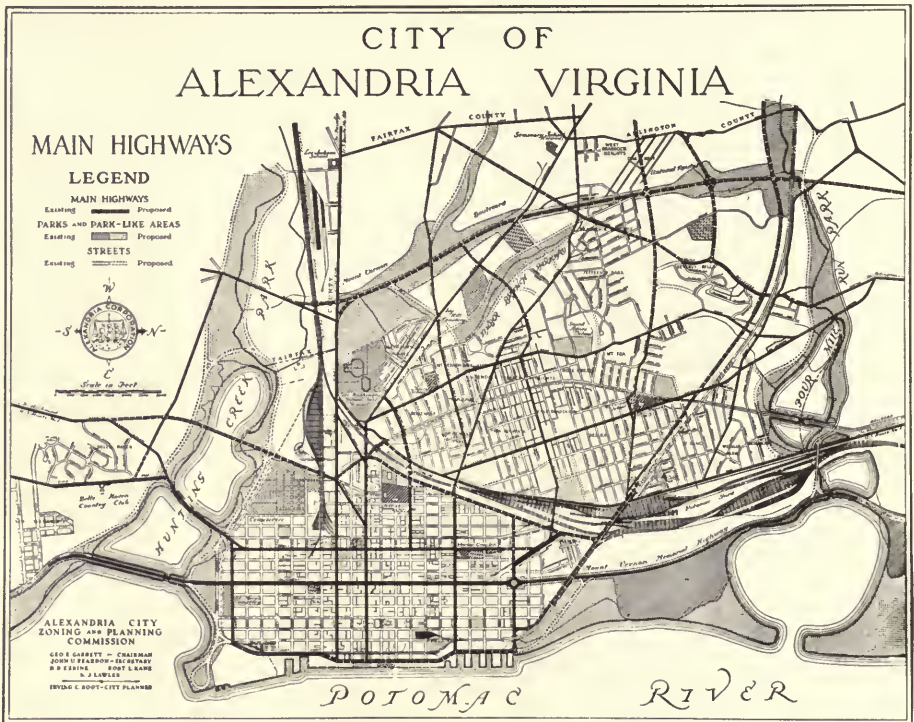
With the establishment of the National Capital across the river, and the consequent growth of Georgetown and Anacostia, Alexandria found lusty competitors in trade and industry. The building of railroads along the Atlantic seaboard serving ports on deeper waterways tended further to reduce the city's over-sea commerce. However, there was compensation for the loss of sea trade, for the city became an important railroad center for the distribution of freight between the North, the South, and the West. Thus Alexandria gradually changed from a city with compact commercial development along the waterfront to one of diversified business and industry.

The attractive highlands to the west are particularly desirable for residential development. With improved transportation between Alexandria and Washington, the highlands became the

sion, consisting of five members, was appointed early in September, 1930, and proceeded at once with the preparation of a comprehensive city plan, including a zoning ordinance.

ZONING AND CITY PLANNING ORDINANCES

The Alexandria zoning ordinance providing for three residential zones,—single-family, two-family, and apartment,—a com-

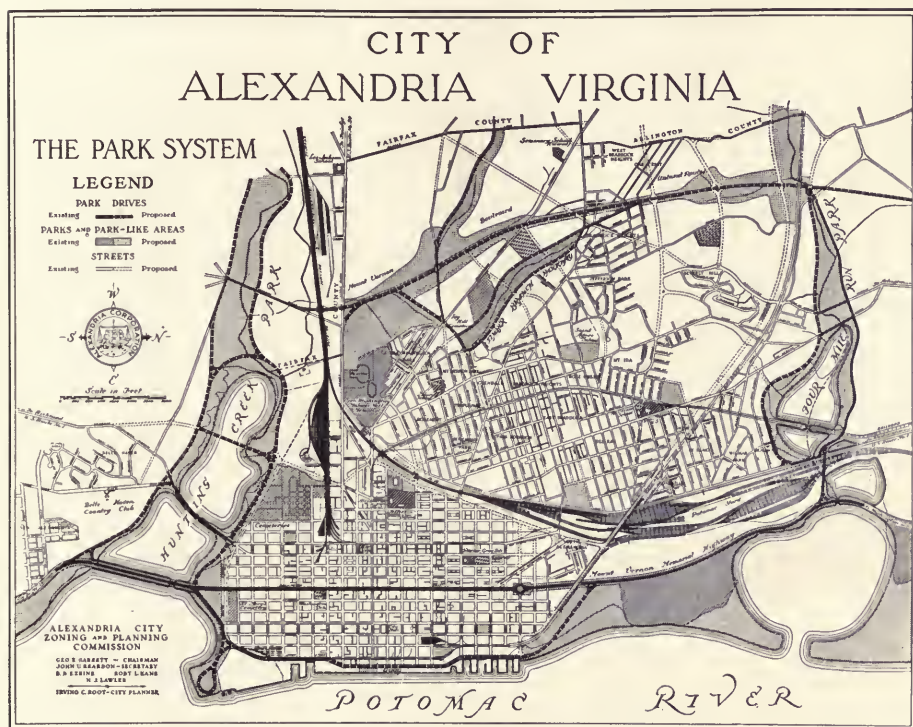


mercial zone, and an industrial zone, was adopted by the City Council on October 15, 1931. In the single-family residential zone a minimum lot width of fifty feet and area of five thousand square feet are required in new subdivisions. For portions of the city already subdivided into smaller lots, a minimum lot width of forty feet with five-foot side yards is required.

In order to secure greater planning authority under a recently adopted home-rule charter, a city planning ordinance was passed by the City Council on July 21, 1932. This ordinance, based on the Standard City Planning Enabling Act recommended by the

United States Department of Commerce, gives the Park and Planning Commission authority to prepare and adopt an official city plan, control the subdivision of land, establish building lines and street grades, prevent the placing of buildings in the bed of mapped streets, and develop and maintain parks. Penalties are provided to insure observance of the ordinance.

Alexandria has many sacred landmarks and hallowed spots.



The problem of the city planner has been to preserve the charm of the old city and to guide future development so as to harmonize the old and the new. By careful zoning regulation the fine old residential areas will be protected from blight, and by the reservation of park areas, historic sites will be preserved.

The Park and Planning Commission adopted the Alexandria City Plan, consisting of three maps,—Main Highways, Park System, and School Distribution,—on September 28, 1932, during the year of the bicentennial celebration of the birth of George Washington, our first great exponent of city planning.

MAIN HIGHWAYS AND PARKS

The highway scheme for Alexandria is planned to conform with the main highway system of the Washington Regional Plan. The existing main highways of the city are well located, and suggested additions and extensions are mostly of a minor nature.

Perhaps of greatest importance to the highway program is the reservation of adequate main highway widths. Those recommended are eighty or one hundred feet, depending upon the importance of the highway, the reservation of this desired width to be secured through the building-line provisions of the city planning ordinance. In new subdivisions adequate highway rights of way will be secured as a condition of plat approval.

Alexandria is remarkably favored in opportunities for park development. The city faces on one side the Potomac River, a beautiful body of water more than one-half mile wide, and on the north is bounded by Four Mile Run, a wide stream valley well adapted for park development. Hunting Creek, on the south, with a large tidal basin suitable for various water sports, offers an even better opportunity for park development.

The George Washington Masonic National Memorial, an imposing memorial by day and a flashing beacon at night, dominates the city from Shutters Hill at the head of King Street. The site for this memorial occupies about thirty acres of attractive park land which is open to the public.

A well-defined ridge occupying the western portion of the city was one of the outer lines of defense for the city of Washington during the Civil War, and a chain of earthen forts and supporting batteries and trenches may still be seen. Fort Ellsworth, immediately west of the Masonic Memorial, was one of the largest of these forts and its preservation in a park area is contemplated by the park-system plan. Jones Point on the Potomac at Hunting Creek is another proposed park area which includes the site of Fort Columbia. From this fort an unsuccessful defense was made against the British fleet in 1814.

The Mount Vernon Memorial Highway, a Federal parkway project, occupies a substantial portion of the Potomac River front-

age of Alexandria and follows Washington Street through the older portion of the city. By an agreement between the City of Alexandria and the Federal Government, the placing of signs and the commercial use of this fine old residential street are restricted.

SCHOOL DISTRIBUTION AND HOUSING

The present distribution of elementary schools in Alexandria, with one exception, serves the residential area adequately. The city plan shows a recommendation for two new sites in areas yet undeveloped, which, with the enlargement of some of the older sites, will provide school-ground requirements for many years to come. Lee School, one of the older structures, is entirely blanketed by the efficiency areas of the Jefferson and Washington Schools and should be dropped from the school system at such time as this adjustment can be made. In preparing the study to determine areas for which school service will be required, all property planned for park development or property now zoned for commercial or industrial purposes was considered nonproductive of school population. Circles of one-half mile radius were used to check the efficiency of present school locations and to determine new school sites.

Early in the history of Alexandria, regulations were adopted to the effect that houses should face the street and should show a gable end at only the corners of a block. More than a century ago visitors commented on the neat appearance of the homes and the fact that most of the buildings were of brick construction. In fact, brick-making was one of the first industries of the Colonial settlement and the ruins of many old brickkilns may be seen along Hunting Creek.

Although the original city blocks were divided into four half-acre plots, the growth of the city and the division of property gradually reduced lot areas until, in the older section of the city, there resulted a continuous wall of buildings. Often an alley gave access to the rear of the lots, and pedestrian ways were frequently used to connect with the alley or to serve dwellings on the rear of the lot. Thus the older portion of the city became almost uniformly built to the street line with brick dwellings having inade-

quate yard space. Some buildings occupied the entire lot area and in one case the lot is only seven and one-half feet wide! It is very unfortunate that no playgrounds were provided in the original town plan. This lack of open space is undoubtedly a detriment to property values in the older portions of the city.

REHABILITATION OF OLD ALEXANDRIA AND PLANS FOR THE FUTURE

There is a growing appreciation of fine antiques, whether they are the product of the furniture shop or of the building trades. The program for the restoration of Williamsburg, Virginia, has aroused nation-wide interest in antique Colonial architecture and at the same time has shown that obsolete buildings often may be modernized and made more attractive than new ones.

In cities having an established character or type of building, it is found desirable to preserve this individuality by requiring new construction to harmonize with the old. The attractive Colonial design selected for the new post office at Alexandria is in harmony with present structures and there is a growing desire among the people of Alexandria to retain the Colonial atmosphere of the community.

In this day of speculative construction we may well take a lesson from the builders of Revolutionary times, who built so well that the remaining structures of that period are greatly desired and eagerly copied. In Alexandria there is a demand for old dwellings of good design, and an organization known as the Alexandria Association has been formed to aid in modernizing such structures and placing them in the hands of appreciative owners. Notable progress has been made, particularly on lower Prince Street, where both the appearance of the neighborhood and its property values have been greatly improved.

The chief business of Alexandria, in the future as in the past, will be transportation and related services. The numerous piers, tobacco warehouses, and international trade routes of Colonial times have given way to the "iron horse" and to the distribution of freight between the North and the South and throughout the Washington Region. Potomac Yard is one of the largest freight

classification yards in the United States and extensive freight yards and shops are maintained by the Southern Railway Company.

With the decline of shipping on the Potomac the Alexandria waterfront lost its importance, but plans are now being prepared for Federal guidance of port development in the Washington Region. Alexandria will coöperate in this port project, through which it is hoped that the Potomac River may regain a measure of its former glory with commercial and recreational development carefully coördinated.



Dwellings in the Older Section of Alexandria
The narrow house, separately owned, occupies a lot
seven and one-half feet wide and forty-eight feet deep

Although the history of Alexandria centered around commerce and industry, the future will bring a growing demand for residential development and related services. The new Mount Vernon Memorial Highway offers a beautiful and direct route to the center of Washington. In fact, Alexandria is much nearer the Federal office center, both in point of time and distance, than some portions of the District of Columbia. Thus Alexandria, with its brilliant and historic past, faces a promising future with a new plan and a determination to offer its people the most that efficient and orderly city development can provide.

ACQUISITION OF PARK LAND IN CONNECTION WITH REAL ESTATE SUBDIVISIONS

By S. HERBERT HARE

THE acquisition of adequate park and recreation areas is a serious and continuous problem in nearly every city. The cities which have made careful analyses of the extent and distribution of their park and recreation areas have usually found the most serious deficiency in the smaller or medium-sized parks or playgrounds needed to serve developed residential neighborhoods.

Such deficiencies in open space could have been avoided at little or no cost by proper provision either by the developer or by the city at the time the various plats were filed. Afterwards, it is often difficult to justify the expenditure of large sums of money in these developed districts for the purchase of comparatively small areas of land and the removal of the existing structures and other improvements, when those same sums would purchase extensive tracts of ground, perhaps hundreds of acres, in the suburbs. Nevertheless the need exists for open areas in congested localities, and sooner or later they should be supplied.

The complete map of any city or neighborhood is simply the aggregate of the various component subdivisions, and in order to avoid future expense in *new* areas, no plat should be approved or recorded until the needs for parks, school sites, and other local requirements are solved so far as it is possible under the legal and financial restrictions governing the situation.

It is not meant that the actual donation or dedication of such park areas should always be expected or required. In some cases this would be a gross injustice to the developer, while in others it would be a great benefit, whether or not he realized it. There are no laws in any of our states requiring the actual dedication of park or recreation areas in connection with land subdivisions; it is doubtful if such laws will ever be enacted, because of evident difficulties in equitable application. In most states and cities, however, there are provisions, either under state enabling acts or city ordinances, for governing the approval of land plats, and in most cases these laws or ordinances give the city planning commissions, which are usually the approving bodies, rather broad powers, including absolute veto power in some instances; that is, no plat can be recorded without the approval of the commission, even though the approval of the council or other officials may be required in addition. This approval of plats often applies to a territory extending from two to five miles beyond the corporate limits in cases where the power is granted through a state enabling act. In this way it is possible to control property which may be annexed to the city in the future.

DEDICATION AS A CONDITION OF PLAT APPROVAL

The city planning commissions usually prepare rules governing land platting, which deal with the form of preliminary and final plats, the width and continuity of major and minor streets, block and lot sizes, easements, building lines, grades, utilities, and other subjects. In a recent analysis of rules from fourteen representative cities, it was found that nine made specific reference to provisions for parks or open spaces. Of these nine, only one had any requirements as to dedication of the area. The most common provision was that the locations of parks, schools, and other public property should be shown on the preliminary plan so that it could be determined which areas should be included on the final plat, and when and under what conditions such areas should be dedicated or acquired. This provision gives the city the opportunity to acquire, under some proper arrangement,—gift, purchase, or condemnation,—the necessary areas before they are platted and fall into scattered ownerships, and before the price becomes prohibitive. In many cases, if the percentage is reasonable and the matter is properly presented, the developer is glad to donate the area.

In the one city where dedication is required as a condition of approving the plat, the city requires five per cent of the area of all subdivisions over five acres in extent to be dedicated for public use, which would include—in addition to parks—schools and other customary public uses. It is doubtful if such a requirement is a reasonable exercise of the general veto power granted the commission in connection with the approval of plats. The legality of the requirement would probably depend upon whether or not it was reasonable; but perhaps, after all, the practical test is whether the arrangement is working satisfactorily. In this city the rule has been in effect some years, with no serious objections to its provisions and no attempt at a test of its legality. The results, however, are in my opinion, doubtful. Some very valuable sites have been acquired in this way, and also many that were of little or no value and perhaps a burden to the city.

In the first place, the subdivider usually feels that it is within his rights to select for dedication as parks the land least desirable for platting, and it is difficult as a practical procedure to deny him this privilege. This land may or may not be topographically suitable for park and recreation use; it may or may not be of a size or shape to be economically developed or maintained. Many small scattered areas of a lot or two, resulting from the dedication of five per cent of the area of small subdivisions, may be practically useless and involve prohibitive maintenance cost per acre; but last, and most important, such areas rarely fit into the proper location or requirements of size for neighborhood parks and playgrounds, such as may be shown on a carefully prepared comprehensive park and recreation plan.

A SUGGESTED METHOD

A more logical procedure would therefore seem to be to prepare a master plan for the city, showing the location and approximate size of park areas desired, as well as thoroughfares, streets, and other features. With such a master plan it is possible to determine the area needed in connection with any plat which is filed, and to see that such area is properly incorporated in the design of the subdivision, and either dedicated to public use or acquired within a reasonable length of time. In a subdivision of one hundred acres, the dedication of five acres or more as a park would not be unreasonable, and would probably be a great advantage to the district, but the requirement of the dedication of five acres (which might be the area indicated on the master plan) of a ten-acre subdivision would usually be confiscation.

The master plan may indicate a rather exact location and form for the proposed park, when some point of historical, topographical, or scenic interest is to be preserved; or it may indicate a general location only, where there is little choice and where there may be some advantage in competitive negotiations between property owners; but such master plan is essential, both to the development of a comprehensive system of park areas and to the intelligent control of platting.

VALUE OF OPEN SPACE RECOGNIZED BY SUBDIVIDERS

There is no doubt a growing appreciation of the value of park land in connection with subdivisions and an increasing tendency on the part of the more progressive developers to dedicate, without cost to the city, reasonable and suitable spaces both for active recreation and for the preservation of scenic beauty. Such subdivisions as Forest Hills Gardens, Long Island; Radburn, N. J.; Roland Park, Baltimore; Shaker Heights, Cleveland; Country Club District, Kansas City, Mo.; Nichols Hills, Oklahoma City; Palos Verdes Estates, near Los Angeles; and the new industrial city of Longview, Wash., (to mention only a few) have made provisions for public and quasi-public open spaces of various kinds,—parks, parkways, playgrounds, bridle paths, school grounds with ample play area, and golf courses, both public and private.

KINDS OF OPEN SPACE NORMALLY RESERVED

Except in the case of golf courses, most often developed as private clubs, the park or open areas set aside in connection with subdivisions seldom include any of very great extent. They are usually limited to three general classes.

The most common type is the medium-sized neighborhood park or playground, rarely more than ten acres in extent and usually considerably less. If devoted largely to intensive recreation use, such areas are sometimes con-

sidered a liability to the surrounding district rather than an asset. This objection can usually be eliminated by proper design of the park. A desert-like appearance should be avoided by enclosure of the play space, probably including fencing, and by reserving as much area as possible on the border for lawns and planting.

Another type sometimes advocated is the interior park or playground occupying the center of a block, with lots around. This has proved quite successful in multiple or group housing schemes, but in the case of detached houses, where the point of view is more individualistic, there are many difficulties in the way of successful operation of such areas. The use of these spaces should usually be limited to the people living on abutting lots, and the benefit is therefore not very extensive. If used as general neighborhood play space, with access from the surrounding streets through pedestrian ways, they are almost certain to be a disturbing factor because of their proximity to private property. The divergent ideas of people occupying properties adjoining the park,—some having children who desire active recreation space, and some without children, wishing a quiet park retreat,—all lead to difficulties both in development and operation. One important developer, after trying such areas in a detached-residence district as an experiment, has abandoned their use.

Another form of park area which is increasingly popular in connection with residence districts is a comparatively narrow strip of land along a natural drainage channel, usually, though not necessarily, developed as a parkway with boundary roads. This type is often more extensive in area, and if properly planned can provide a combination of both scenic and recreation values. Perhaps the popularity of these parkways is based on the fact that on one hand they transpose low land, which may be wholly or partially unsalable, into a community asset, while on the other, the construction of storm-water sewers is often avoided by the preservation of the open channel, and a considerable financial saving effected. Where there is any intention of providing recreational features, the width of the strip should not be too limited. Perhaps this type of park land provides the maximum benefit per acre, because of the fact that the long narrow form produces the greatest length of boundary in proportion to its area.

ADMINISTRATION OF SMALL ORNAMENTAL AREAS

Present tendencies in subdivision design, particularly in the higher-class districts with curving street arrangements adjusted to the topography, often result in numerous small ornamental areas, such as triangles at the intersections of streets, and perhaps formal or informal esplanades between double roadways developed purely for local ornamentation and having no connection with main boulevards or parkways affecting the general appearance of the

city. The status of these spaces, for the purpose of control and maintenance, offers a real problem. In public control, they involve expense out of proportion to their benefit to the city. Many park departments have been burdened with the multiplicity of such areas which divert time and funds from the more important parks. If taken under public control and thereafter neglected, the adjoining residents feel that they have a grievance.

There is no doubt of the value of such areas, but the value is primarily local. The most satisfactory solution is control and maintenance of these park spaces, which are too small to be of general benefit, through local property-owners' organizations, generally called "Homes Associations." Many of the newer districts, in connection with their sales contracts and restrictions, are providing for compulsory membership in homes associations, with provision for assessments, usually limited to a certain amount per square foot of lot area per year. The funds thus collected are disbursed through the authority of a board of directors elected by the members of the association. Such associations, besides assuming certain obligations of maintenance, as outlined above, promote all forms of community welfare, preserve neighborhood interest, and defend property restrictions. They need not assume the operation of parks or playgrounds of a size which justifies acceptance and maintenance by the city.

SUMMARY

The following brief statements summarize the principal points:

1. Provision for local park and playground areas should be carefully studied in connection with all subdivision plats.
2. Open areas are a benefit to the district in which they are located, and subdividers should be urged to dedicate a reasonable percentage of their land *in suitable locations* for such use; or in case dedication is unreasonable, provision should be made by the city for acquisition by purchase or condemnation.
3. Requiring the dedication of a fixed percentage of every subdivision usually does not produce areas of proper size and in proper locations to serve the city.
4. All acquisitions of parks and playgrounds in connection with subdivisions should be in conformity with a master plan showing locations which will serve the city to best advantage, and indicating the approximate size of the areas which will be required for use as well as for economy of maintenance.
5. Maintenance of small triangles or other small park areas of purely local value should be retained under the control of neighborhood maintenance organizations commonly known as "Homes Associations."

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT and
GORDON J. CULHAM

COUNTY PLANNING IN CALIFORNIA

The present California Planning Act, adopted in 1929, continues the authorization first given in 1915 for the establishment of city planning commissions and requires each county in the state to establish a county planning commission. The Act provides adequate procedure for the preparation and adoption of master plans and authorizes the establishment, largely under



Yacht Harbor and Municipal Beach, Santa Barbara, California

eminent domain, of precise lines of streets and highways which are a part of the master plan. No time limit was set in the Act for compliance with its provisions by a county, the omission having been deliberate because of the great difference in conditions among the counties of the state, which vary from a population of over two million (Los Angeles County) to 241 persons (Alpine County) and from an area of 435 square miles (Santa Cruz County) to 20,175 square miles (San Bernardino County). There is little likelihood of planning commissions being established for some of the less populous

counties of the state, whose highway problems largely concern state highways and whose land-use problems can adequately be met only by a state program of land-use planning.

The Act has served primarily as an incentive for the establishment of county planning commissions in counties clearly in need of them, although commissions have been established, as a matter of compliance with law, in a number of counties in which there was no consciousness of necessity. In some of the latter, the commissions have grown into positions of worthy usefulness; in others, they have accomplished little. Under the Act, commissions have been established in twenty-two counties. Santa Barbara County had previously established a commission under the permissive Act of 1927, while Los Angeles County had initiated the work of county planning in California with the establishment of its commission under its county charter in 1923.

The excellent work, largely metropolitan in character, of the Los Angeles County Regional Planning Commission is well known, being now in its tenth year and carrying forward an extensive program of research, plan making, and planning administration, with a large, well-financed organization.

The work of over four years in Santa Barbara County has produced notable results, characterized by the zoning of certain unincorporated territory, various highway planning projects, comprehensive basic studies, and a widespread and effective influence upon the physical development of the county through subdivision control, advice on public improvement projects, and advisory influence upon private developments.

Five other counties have been doing effective planning work, with their programs of activities covering shorter periods of time. These are Kern, San Mateo, Monterey, San Diego, and Santa Clara Counties. There have been no spectacular results in these counties but in each one, thoroughly comprehensive planning is under way. Effective subdivision control has been or is being established. One county, San Mateo, has produced a notable subdivision manual. Santa Clara County is using police power to establish the official-plan lines of streets and highways. Monterey County has zoned certain unincorporated areas, while each of the other four counties has county zoning in various stages of preparation, including highway marginal zoning in Kern County. The first steps in financial planning are being taken in some cases. The foregoing seven counties are the only ones providing this year reasonably adequate financing for planning commission activities.

A number of other counties have adopted subdivision regulation ordinances, namely, Stanislaus, San Luis Obispo, San Bernardino, Orange, Riverside, and Alameda. Of these, Orange County has done important basic work in the formulation of a planning program, while Alameda, Contra Costa, Stanislaus, Sutter, and several others have been doing valuable educational work.

One of the most promising signs in county planning in California is the extent to which it has been integrating itself with the various functions of county government, whereby it appears that county planning will not become a mere superimposed activity to be "taken on or off at will" but will ultimately motivate all activities of county government relating to the physical form and appearance of the county. The work thus far is largely foundational and a true measure of its value cannot yet be taken; the next few years will determine whether county planning, as practiced in California, is measuring up to its responsibilities. The evidence up to now is hopeful.

HUGH R. POMEROY,

Planning Adviser, San Mateo County Planning Commission.

SIR CHRISTOPHER WREN COMMEMORATION

October 10, 1932, was the three-hundredth anniversary of the birth of Sir Christopher Wren. At the Arlington Street Church in Boston on Sunday, October 9, this event was fittingly commemorated. The church building is an admirable example of the architectural style associated with Wren. Many famous American churches are modeled in accordance with this tradition, and as the design and atmosphere of a church building have a subtle power over the mood and feeling of a congregation, it can justly be held that Wren has had a great though unconscious influence on religious life in America.

In the course of his address the minister of the church, Dr. Samuel A. Eliot, pointed out that Christopher Wren held at the time of the great fire, though only thirty-four years old, the office called Surveyor General which was apparently what we call Director of City Planning. Within twelve days after the fire he submitted a complete plan for the rebuilding of the city. This was a superb design which included the Embankment along the Thames which was built more than two hundred years later, and a great boulevard running up Ludgate Hill and dividing at St. Paul's Cathedral so as to give the new Cathedral a wide and splendid setting. Then the plan provided what we should now call the "Civic Center" at the Royal Exchange, a great square with ten broad streets radiating from it and the public buildings grouped around it. This magnificent scheme was frustrated by the opposition of the property owners, but Wren's plans for St. Paul's Cathedral and for fifty-seven of the city churches were accepted and carried out, a work done with extraordinary skill and variety. At a time when London buildings were rarely more than three stories high the skyline of the steeples with their variety and individuality must have had great charm. These churches are the prototypes of such churches as St. Philip's and St. Michael's in Charleston, S. C.; St. Paul's in New York; the Center Church in New Haven; and the fine old meeting houses in Lancaster, Deerfield, and Newburyport, Mass.

J. N.

FIRST PLANNED COUNTY IN NEW ENGLAND

The planning studies now being made by the Fairfield County Planning Association in Connecticut are the outgrowth of eight years of slow and arduous preliminary work. A small group of county citizens familiar with the New York Regional Plan foresaw the problems being created by the swift expansion of the outer New York area. It is significant that in these times of financial stringency a citizens' group raised \$8000 of a \$10,000 budget to begin a plan, and that enthusiastic coöperation is county-wide.

The engineering staff of two, beginning during the summer, took advantage of "beach weather" to prepare a beach survey and to make recommendations for an equitable adjustment of state, town, and private ownership of the total county beach area. From an aerial map there was prepared a base map (thirty feet long) of the shore, showing its physical characteristics, extent of development, and assessed valuations. This map has proved to be very valuable in determining available sites for proposed beach parks. Boy Scouts and others volunteered to make counts of people at all public beaches at midafternoon on an August Sunday, at high tide. This gave a picture of present beach use and relative congestion, and showed the need for supplementary areas along the shore. The count of parked cars also threw light on the methods of transportation at present used to reach the county beaches. After study of the foregoing material, a series of state shore parks was recommended, and preliminary sketch studies were made to show the type of development thought desirable.

A county parkway plan is now being studied. There are no parkways in the county at present but neighboring Westchester County offers a brilliant example of the value of a park and parkway network in solving traffic and recreation problems. Connecticut is acquiring the right of way for a long-needed route parallel to the Boston Post Road and connecting with the Hutchinson River Parkway in Westchester. Some thought has been given to the idea of pressing this for immediate construction as a state-supervised toll route, financed by a county bond issue.

Efforts to get the people of the county not only back of the plan but into the making of the plan are modeled on the Philadelphia Regional Planning Federation set-up. A board of directors made up of two residents of each of the twenty-three towns and cities in the county decides the broad policies. An extremely valuable Technical Advisory Committee is being formed. This committee will give all proposals expert and local criticism and correction before any plans are launched as the studied recommendations of the Association as a whole.

Work with private groups and clubs in the county, as a supplement to the official committee work, is progressing smoothly. The Planning Foundation of America has loaned Mr. Flavel Shurtleff as educational director for



TO THE BERKSHIRES
VERMONT AND CANADA

PRELIMINARY PARKWAY PLAN

1932

KEY

SUGGESTED PARKWAYS
EXISTING STATE HIGHWAYS



NEW YORK

SAW MILL RIVER
PARKWAY

TO BRONX RIVER
PARKWAY

TO BEAR MOUNTAIN BRIDGE

SCALE IN MILES
1 2 3 4 5

HUTCHINSON RIVER
PARKWAY

LONG ISLAND SOUND

FAIRFIELD COUNTY CONNECTICUT

PREPARED BY
FAIRFIELD COUNTY PLANNING ASSOCIATION

JOSEPH E. ROSSIGNOL - PLANNING ENGINEER
RAYMOND E. LEVINE - ASST. PLANNING ENGINEER

the county plan, and he has been meeting with local groups for more than a year. The word-of-mouth advertising resulting from these meetings is developing a full calendar of explanatory talks on the work being done. Due to efforts of this sort, the Association feels that public support is developing to such a point as to make the completed plan a definite force in all subsequent county development programs.

J. T. WOODRUFF and R. F. LEONARD,
Planning Engineers, Fairfield County Planning Association.

NATIONAL ASSOCIATION OF REAL ESTATE BOARDS MIDWINTER MEETING

"Slum Clearance and the Rehabilitation of Blighted Districts," a subject of particular interest to city planners, is one of ten principal topics to be presented by outstanding speakers at the Midwinter Meeting of the National Association of Real Estate Boards at Washington, D. C., January 25-28, 1933.

H. K. M.

STUDY OF METROPOLITAN REGIONS AT UNIVERSITY OF PENNSYLVANIA

The University of Pennsylvania, in its graduate course in city government, under the direction of Mr. James W. Follin, is providing opportunity for an extensive study of the problems of metropolitan regions.

In this course, during the first semester, a study is being made of regional planning in two typical metropolitan areas, New York and Philadelphia. The development of transportation by rail, highway, and air, the expediting and control of highway traffic, water supply and sanitation, parks and recreational facilities, control of land uses, zoning, land subdivision, housing, and the planning for extension of public utilities will be examined in these metropolitan districts within a radius of forty miles.

In the second semester, special attention will be given to the means of accomplishing the recommendations of the regional plan, a subject which has special significance because of the universal demand for the reduction of government cost, particularly of administrative expense. The subjects to be studied in this connection will include methods of financing public-works programs, self-supporting or self-liquidating public improvements, long-range planning and budgeting of public-works projects, city-state relations, intermunicipal coöperation and exchange of services, annexation and consolidation, special metropolitan districts, reorganization of local governments, expansion of county activities, and the integration of government in metropolitan regions.

JAMES W. FOLLIN,
*Chief Engineer, Philadelphia Federation
of the Construction Industry.*

PROVIDENCE PLANNING

The City Plan Commission, in the year 1931, undertook the preparation of a comprehensive city plan for the future development and growth of Providence, having conceived such a plan to be one in which all of the activities, surveys, and studies relative to the physical make-up of the city should be so harmonized as to reduce to a minimum all conflict of purposes and waste of constructive effort.

As a first step in its study, the Commission prepared a survey of work already accomplished in the city that is properly a part of a comprehensive



city plan. These elements had been undertaken for the most part independently of one another, and to the City Plan Commission falls the work of coordinating them with the other elements yet to be considered.

As its first step in the development of the physical plan, the Commission considered the Market Square area and its approaches. This area occupies an important geographical position in the center of the city, where topographical conditions make it a natural frontier separating the business center from the residential section. This problem was approached with the idea of simplifying the movement of traffic; and by the establishment of isles of

safety, the realignment of certain streets, the introduction of landscape elements, and the organization of architectural masses of appropriate quality and character, a plan has been evolved which is both advantageous from a traffic standpoint, and artistic in providing a suitable setting for the War Memorial and the new County Court House.

The Market Square plan is intended as a guide for the development of this area and its approaches at such time as new highway and bridge construction and new building projects may be undertaken. This advance planning, which provides for the coördination of the various elements, will prove to be of great economic saving to the city and will produce a simple and harmonious development of this important civic area.

The Commission is also engaged in the preparation of a survey showing the trends of assessed valuations, use of land, and population in the various districts of the city. This survey is being conducted by certain of the city's unemployed, and the results promise to be of great value to the work of the Commission.

JOHN H. CADY,
Chairman, City Plan Commission.

CEDAR RAPIDS BENEFITS FROM PLANNING

Cedar Rapids, Ia., published its city plan in 1931 but, as a matter of fact, the plan has been in process of development for at least thirty years. This is especially true of the civic center, which is unique in that it is located on and around an island in the river dividing the city. In the planning and development of this civic center the City Plan Commission was an important factor.

Because the original plat of the city provided for streets of liberal width, but little street widening has been necessary. Main thoroughfares are 100 and 120 feet wide while the standard street width is 80 feet. Curb lines have been established in the more congested districts, providing for broader roadways under an ordinance which requires that whenever sidewalks, curbs, or paving in such streets are reconstructed they shall be built in accordance with the revised and widened roadway.

In October, 1925, Cedar Rapids adopted a zoning ordinance covering the territory within the existing city limits. Since that date all annexed territory has also been zoned. The city plan contains regulations for the platting of additions but because of business conditions these provisions have not as yet been tested to any great extent.

Taken all in all, the development of the city plan is progressing in a steady manner. It is hoped that growth under it will be like that of the sturdy oak, slow but substantial.

J. F. RALL.

REGIONAL PLANNING IN DELAWARE

The Regional Planning Commission of New Castle County, Del., created by state act in January, 1931, has nearly completed forty-five maps showing existing conditions with reference to highways, railways, public open spaces, civic centers, public utilities, and so forth. A master plan is being developed and will be completed by July, 1933, when it must be recorded. In addition, the Commission is preparing a "Guide for Subdividers" and is passing upon plans for new subdivisions (which must be approved before they can be recorded), paying particular attention to drainage and to the continuity of streets.

The present Commission is composed of two representatives of the city of Wilmington, two of the county, the park engineer of Wilmington representing the state highway department, and the city engineer and the county engineer.

ALBAN P. SHAW,
*Secretary, Regional Planning Commission
of New Castle County.*

PROGRESSIVE PLANNING IN GLYNN COUNTY, GEORGIA

When a comprehensive regional plan was being developed for the little old seaport city of Brunswick and her golden coastal isles and the wide-spreading "Marshes of Glynn," in 1927, the inaccessibility of the county had made the motoring tourist a rare curiosity to the fifteen thousand inhabitants. Chiefly for this same reason the primary industries and ocean shipping were diminishing slowly but surely. However, there had arisen a progressive County Commission composed of men who realized that this was a critical epoch in the history of their community. A year's study of this problem by the late Charles Wellford Leavitt was fruitful. His plans shouted "Highways, Parks, and Zoning," and the coördinated development system he unfolded imparted vision and courage to this little community.

Citizens' committees and officials labored diligently for the Atlantic Coastal Highway which was finally opened in 1928. Important features of the region were connected with this highway by means of a network of paved roads, boulevards, and city streets. A new day was at hand for the long-secluded territory. And then in 1929 comprehensive zoning of both the city and county was adopted as the stabilizer of all that had been done and all that was to come.

An outstanding accomplishment, instigated by the City and County Planning Board early in 1929, is the solution of an important highway intersection problem at the city's very front door where the Atlantic Coastal

Highway intersects the Brunswick-St. Simons Island Causeway. The plan called for wide parkway approaches and a rectangular park area of ten acres superimposed upon a group of irregular small parcels of privately owned property. Just enough high land abutted the highways here to allow for a few filling stations, barbecue stands, woodworking plants, billboards, and four lines of electric and telephone wires. There was also an unoccupied area of about four acres of marshland which was under water at high tide.

Using the regional plan to support the proposals, and the zoning regulations as a protector and stabilizer for the future development, coordinating committees were able to secure all the necessary land, entirely cleared of buildings, at a cost much lower than was estimated. A local developer loaned a large hydraulic dredge at operating cost, and before the summer ended, the filling of the marshland was completed. The connecting drive on the north side of the park was then included in a timely paving project and the utility companies, catching the spirit, removed all their lines.

Near this point, at the entrance to the city of Brunswick to-day stands an attractively appointed \$25,000 municipal tourist clubhouse. With its surrounding expanses of beautifully developed park it stands as a monument to the newly found progressiveness in the Old South.

E. B. WEDGE,

*Engineer and Secretary, City and County
Planning Board.*

CITY PLANNING PROGRESS IN AUSTIN

In 1928 the City Council of Austin, Tex., adopted a comprehensive city plan presented to it by the City Plan Commission. Thereafter a bond issue of \$4,250,000 was voted for carrying out the major provisions of this plan. It is hoped that the entire plan will be accomplished by 1933.

After the adoption of the city plan, the City Council appointed a Zoning Commission, a Park and Playground Commission, and a Library Commission to assist in carrying out the recommendations of the plan.

A comprehensive zoning ordinance was adopted and has been in effect for two years, functioning smoothly under a competent Board of Adjustment. Under the direction of the Park and Playground Commission, the city now has 270.36 acres of parks and playgrounds. Nine fully equipped and landscaped playgrounds were established and a recreation center and gymnasium were acquired and equipped. Two new parked boulevards were built, and the existing bathing resort was greatly enlarged and improved. A beautiful public library is nearing completion. Five new fire stations have reduced the insurance key rate nine cents and are providing adequate fire protection to all parts of the city. The municipal hospital has been enlarged, resulting in the City's receiving twenty points over the health rating of all cities of its

population class in this state. An airport of 330 acres has been acquired and developed with hangar and runways. Approximately 35 miles of new paved streets have been laid. Many miles of new sanitary and storm sewers have provided all parts of the city with proper drainage and sewerage facilities. Many bridges have been constructed over the two creeks that traverse the city.

Limits of space make it impossible to describe all the improvements made under the city plan. When they are completed, Austin's record will no doubt be outstanding among cities of the United States, especially considering that most of these accomplishments have been made during the depression. It is especially important to note that all of this achievement has been accomplished without raising the tax rate of the city, which is now lower than that of any other city in this state in and above its population class.

The success of the city plan is principally due to the fact that the City adopted the city-manager form of government in 1926. Without the harmonious coöperation between the city manager, the city council, and the various commissions and boards, such progress in city planning could not have been attained.

H. F. KUEHNE,
Chairman, City Plan Commission.

PLANNING ACCOMPLISHMENTS IN DENVER

As a by-product of the depression, planning in Denver has been advanced in an unusual way. A considerable number of unemployed engineers were detailed to work on street and parkway projects in the city plan which the Planning Commission hopes to see carried out in the near future. These men reported to the consultants of the Commission, who directed their work. They were paid by the Citizens' Unemployment Committee out of funds raised for this purpose by the Colorado Society of Engineers. Field surveys and detailed plans were made for an extension of the Platte River Drive to the south city limits, a parkway along Cherry Creek to the southeast, and a cross-town thoroughfare near the north end of the city. The City is now carrying out a portion of the Platte River Drive. These workers also prepared a map of Denver and vicinity from existing maps, which is being used in preliminary studies for planning the Denver region.

During 1932 the handsome new Municipal Building in the civic center was completed, and a new public golf course opened in Overland Park, so located as to permit the use of the remainder of this park for extensive play-fields as advocated in the recreation plan of the city. The year also saw the completion of a new Federal office building on a site advocated by the Planning Commission adjacent to the post office, thus bringing one step nearer completion the Federal center, a group plan of Federal buildings.

A transit plan has been completed and published after several years' work, and studies made for a new city market. The present produce market is small and inadequate, and obstructs a needed street opening along the west bank of Cherry Creek near the heart of town.

The Planning Commission has brought into the work done by various committees a large number of persons not members of the Commission whose ideas have been valuable, and who themselves have thus become interested in planning activities. A successful effort has been made to keep the Commission in touch with various public agencies such as the Board of Education and the Water Commissioners, and with State Officials. Arrangements have been made to coöperate with the University of Denver in giving a mid-winter course on city planning which will be open to the public.

IRVIN J. McCRARY,

Consultant, Denver Planning Commission.

MAJOR OPERATION BRINGS IMMEDIATE CURE

Of the many noteworthy projects suggested by the Planning Commission of Knoxville, the one of most importance to the future of the city was the correction of serious defects in Broadway,—the main north and south traffic artery.

The usefulness of this main thoroughfare was first materially increased by the building of the Broadway Viaduct, which has eliminated a very dangerous and inconvenient railroad grade crossing which formed a barrier at the north side of the business district. As soon as this project was completed it was necessary to develop means to transport the large volume of Broadway vehicular traffic directly into the business district and distribute it in such a way as to lessen the conflict between vehicular traffic and transit facilities on Gay Street,—a main business street which had already reached the near-strangulation point.

To accomplish this, a wide thoroughfare along the west side of the business district was needed. Henley Street was chosen as the most suitable one to develop because of favorable grades, low value of property affected, its desirability as a business street, and also because of its location at the proper distance from Gay Street to permit commercial expansion. This street was developed so as to bound the west side of the business district with a business street 100 feet wide.

After the completion of the Broadway Viaduct and the Henley Street widening, a connection was made with the thoroughfares serving the southern part of the city by means of the Henley Street Bridge spanning the Tennessee River. This magnificent concrete structure is not only a necessary link in Knoxville's principal traffic artery, but also improves the appearance of the city. In addition to serving the city and region, this six-lane roadway bridge

will carry a large volume of northern tourist travel seeking the Great Smoky Mountain National Park by way of the Smoky Mountain Highway, which leads out from Knoxville.

This major operation on the physical structure of the city has been costly but well worth while because it has eliminated acute traffic congestion on the main business street, has provided vehicular traffic with a direct and



Henley Street Bridge, Knoxville, Tennessee

commodious means of approach to the commercial district and has distributed it more evenly over the abnormally narrow streets in that area, and has made it possible for through traffic to by-pass the congested district without being subjected to the delays and inconveniences common to this section. The greatest physical handicap to the growth of Knoxville has been removed so that she can now enjoy a better rounded measure of development.

FRANK D. JONES,

Engineer, City Planning Commission, Knoxville.

SUCCESSFUL ZONING IN PORTLAND, MAINE

Although the Park Commission of Portland, Me., is designated as a planning board, and executes numerous projects having to do with the parks and the recreational life of the city, Portland has not adopted city planning as that term is now understood.

A comprehensive zoning ordinance, however, has been in effect for six years. The ordinance sets up eight classes of zones, ranging from unrestricted to single-residence. Besides the mainland, Portland includes eight islands, and due to extensive development of summer hotels and cottages, almost all

of these island areas were established in apartment-house zones. Controlling the use of buildings only at the outset, the ordinance has since been amended to include control of the use of premises.

Adopted by a referendum to the voters by the slender margin of twenty votes out of a total of 6700 votes cast by a total electorate of 25,600, the zoning ordinance has not been without sturdy opposition. The City Council, unanimously convinced of the wisdom of the ordinance, established at the outset the following two well-defined policies calculated to win popular support for zoning.

At every opportunity the purpose and workings of the law were explained and illustrated. A pamphlet of information was circulated with the tax bills. Explanatory articles and striking photographs were given to the local newspapers. Every person employed in the administration of the ordinance was instructed to avoid arbitrary attitudes and to exercise the utmost patience and care in contacts with the public.

The Board of Appeals has always taken a liberal attitude, especially toward appeals of a minor nature relating to existing buildings. The Board has made it possible to file appeals through the Department of Building Inspection without cost and without the necessity of employing an attorney.

These painstaking methods appear to be fruitful, for it seems evident that the law has won for itself many friends and probably the support of a popular majority.

WARREN McDONALD,
Inspector of Buildings.

NEW YORK REGIONAL PLAN PREPARES COUNTY BOOKLETS

As one of its activities in promoting planning in the New York Region, the Regional Plan Association has adopted the policy of issuing small booklets summarizing those features of the Regional Plan which relate to each county. This has grown out of a program of county organization which includes the creation of unofficial local planning councils affiliated in County Planning Councils. When this organization, which is fully described in the Association's recent Information Bulletin, No. 9, has reached the stage where a county meeting is justified, such a meeting has been used as an occasion for the formal presentation to the county officials of a set of Regional Plan Volumes and of copies of a county booklet.

The first of these meetings was held in Bergen County, N. J., in February, 1932, and was followed by one in Essex County, N. J., in June of that year, and another in Rockland County, N. Y., in October, 1932. The county booklet in each case is a publication of about 24 pages, including a detail map of the county showing the principal proposals of the Regional Plan.

In each instance an attractive air view of some prominent feature of the county has been used as a cover. A brief description of the Plan for the entire Region is included in the booklet, the greater part of which is devoted to those parts of the Plan which apply to the particular county. The latter includes a description of rail and highway communication facilities, parkway and boulevard routes, parks, and any general proposals for the development of land uses within the county. A table of statistics gives the area and population of each of the separate municipalities and shows which ones have official planning boards, zoning ordinances, or planning councils.

Additional booklets are in course of preparation for Westchester County, N. Y., Middlesex County, N. J., and Union County, N. J.

HAROLD M. LEWIS,

Engineer, Regional Plan Association, Inc.

MANCHESTER CARRIES ON

The City Planning Board of Manchester is one of the few planning boards in New Hampshire. Its principal work during the last three years has been the planning for by-passes to obviate traffic congestion (Mammoth Road on the eastern side of the city and the Merrimack River Valley by-pass on the west) and the development of plans for a municipal golf course, parks, and playgrounds. The Board has worked on economy programs aimed at avoiding wastes in municipal construction and has thus helped to reduce the burdens of the taxpayer.

ALEXIS F. BISSON,

Chairman, City Planning Board.

ST. PETERSBURG ANTICIPATES ZONING

After five years of community hesitation and indecision, St. Petersburg, Fla., is finally enacting a modern comprehensive zoning ordinance. The law has passed city council on first reading and it is anticipated that the second and third readings will follow soon.

St. Petersburg is primarily a tourist town. It has no manufacturing sections, no slums nor tenement districts, nor any concentrated apartment sections. The primary objectives of zoning, therefore, are to insure pleasant and healthful living conditions. Encroachments of gasoline filling stations, temporary seasonal roadside shops or stands, and the improper subdividing of land are the principal dangers to be avoided.

A city plan was prepared several years ago by Mr. John Nolen, as a result of which the city has benefited from the more careful regulation of land plats and the straightening out and correcting of street and alley rights of way.

Until last year the city was operating under a charter which brought about a change of city officials each twelve months. By the time one set of officials had become acquainted with the fundamentals of city planning and zoning and appreciative of their benefits, there would be a change of officials and the educational work had to be repeated. A manager form of government has now been adopted and better planning results are anticipated in the future.

WALTER P. FULLER,
Chairman, City Planning Board.

STATE HIGHWAY PLANNING IN WISCONSIN

During the past year regional planning in Wisconsin has been largely concerned with the location and design of state trunk highways.

Wisconsin has had a state highway department for twenty-five years, and a state trunk highway system for fifteen years. Many of the earlier constructed roads are being rebuilt, and in this rebuilding they have been regraded completely. Some have been rebuilt as many as three times and in so doing the entire original investment has been sacrificed. More than that, the fine elm and maple trees planted along these roads have been cut down, because it was impossible to maintain them while building the road to the standards that are necessary for modern traffic. The plans now being made and carried out contemplate grading to final standards such that the road capacity can be expanded to meet future needs simply by additions to the pavement and without the necessity of rebuilding the foundation.

Major highway improvements are invariably followed by improvements abutting upon them. Once built, the right of way cannot be widened without encroaching on these improvements. The grade cannot be changed without leaving them off-grade. Any planting done will be torn out or misplaced just at the time when it has arrived at its mature beauty. We are striving in Wisconsin to profit by experience and to avoid repetitions of early errors.

M. W. TORKELOSON,
*Director of Regional Planning,
Wisconsin Highway Commission.*

ROOF PLAYGROUND DEMONSTRATION

Every year, since its creation in 1926, the Committee to Open Recreation Centers, of the Community Councils of the City of New York, Inc., has had the satisfaction of seeing the total number of child deaths in street traffic accidents decreased. In 1930, the total number of such fatalities dropped to 321, the lowest figure reached in New York in over twenty years, and 1932 shows a still lower level of 312 deaths.

During this same six-year period, the Councils' Committee has opened 375 playgrounds, more than 300 of which are now being carried on as permanent institutions by the city officials.

It is obvious that in thickly congested metropolitan cities there is a limit to the amount of space that can be made available for playground purposes. Many public schools in the crowded sections of Greater New York are built in solid blocks and the youngsters are deprived of such advantages as generally may be found in school yards.

In 1927 the Community Councils' Committee took official recognition of the situation and set itself the task of finding the solution. Since street-level playgrounds seemed out of the question, due to the excessive cost, the Committee started to look about for a substitute. A survey disclosed that the roofs of nearly one hundred schools in congested districts could be con-



An Afternoon of Fun and Frolic on the Roof Playground

verted into playgrounds, thus creating more than 25 acres of newly discovered play spaces. Satisfied that they had discovered a solution, the Committee took its recommendation to the Board of Education.

Public access to the roofs was the first difficulty to be overcome. In the summer season the schools are closed and the Board of Education was reluctant to throw them open to public use. During the school term, it was obviously impossible to have mothers with children of pre-school age trudging through the halls on the long climb from the street to the roof level. After many conferences, it was agreed that an outside elevator would provide the answer to most of the objections.

Inasmuch as the roof-garden playground was an experimental idea, Community Councils agreed to defray the cost of the first installation with the understanding that should the idea prove practicable, the City would finance

the equipping of additional play spaces. The Board of Education granted the Councils' Committee the use of the public school located at the corner of Gouverneur and Monroe Streets in the heart of New York's Lower East Side. The murder map, prepared by the City Club, showed more child traffic deaths in this section than in any other section of the city.

Through the generosity of the August Heckscher Foundation, money was provided for the erection of an outside elevator. The shaft was constructed adjacent to the school wall and access was provided from the street so that there would be no interference with the regular school work. The roof was enclosed in a strong wire netting, supported by steel columns, and a rest room, drinking fountain, toilets, and playground equipment were installed. The entire cost was about \$25,000.

New York's first roof playground is now available for mothers, babies, and children of pre-school age of the tenement-house quarters who, under ordinary circumstances, would have to find their recreation and breathing space on city streets already badly congested with traffic. This roof-garden playground can comfortably accommodate as many as 300 children, and if the idea proves feasible, the Councils' Committee will have pointed the way to provide economical breathing spaces for more than 30,000 families and at a saving of 80 per cent over the cost of furnishing an equal area for playground purposes at street levels.

FRANK PEER BEAL,

*Executive Secretary, Community Councils
of the City of New York, Inc.*

DANGER OF WRONG REMEDIES

There are makers of budgets who classify services, such as police, fire, sanitation, and health as primary, and recreation, education, and welfare, including allowances for parks, planning, and other activities, the results of which are not immediately and directly visible, as secondary, and who insist that those activities classified as secondary shall stand the cuts.

This view is a mistaken one. If, for example, you curtail the workings of your City Planning Commission and permit dedication of a dead-end street that is too long, you may create a serious fire hazard and, in any event, will add permanent expense to the city in garbage and refuse collections and other city services. If you have less public recreation you will surely have to pay for more delinquency and sickness. The so-called secondary services are newer and not so well understood as those classified as primary, but they are equally important.—MURRAY SEASONGOOD, *ex-Mayor of Cincinnati and Godkin Lecturer in Government at Harvard.*

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

FARMING

Almost every zoning ordinance in this country allows farming in residence districts. This practice began in New York City in 1916 when the first comprehensive zoning ordinance was adopted. Most people think of New York City as a place of skyscrapers and dense housing, but as a matter of fact there are hundreds of farms in the outskirts. These localities are placed in residence districts on the use map. Although farming is an industry, it would have been unreasonable to exclude it (as customarily practiced in New York City) from residence districts. Cities, villages, and towns, now numbering about 1200, have followed this method. Not until recently has there been any suggestion that some municipalities would do better to use the word "agriculture." We are accustomed to think of "farming" and "agriculture" as synonymous. But in some localities a farmer raises animals and carries on little or no agriculture. The dictionary recognizes animal raising as coming within the definition of farming, as well as agriculture. A ranch in the Far West would be a farm and allowed in a residence district under a zoning ordinance. A Texas court discusses this subject as follows:¹

In view of general scope of term "farm," meaning any tract of land used for raising crops or rearing animals, "farm laborers" and "ranch laborers" are synonymous.

Webster defines "farm" as follows:

"Orig. a piece of land held under lease for the purpose of cultivation; hence any tract of land (whether consisting of one or more parcels) devoted to agricultural purposes, including the production of crops and generally of animals, under the management of the tenant or the owner."

In connection with the definition of farm Bouvier's law dictionary quotes the following: "A large tract or portion of land taken by lease under a yearly rent payable by the tenant. Tomlin, Law Dict. From this latter sense is derived its common modern signification of a large tract used for cultivation or other purposes, as raising stock, whether hired or owned by the occupant, including a messuage with outbuildings, gardens, orchards, yards, etc. Blowd, 195, Touchst. 93."

The noun "farm" means a tract of land chiefly under cultivation. While it is in this sense that the word is most frequently used, yet, as we have seen in its general scope and significance it means any tract of land used for the production of crops or the rearing of animals.

¹Gordon v. Buster, 257 S. W. 220.

On the south shore of the easterly end of Long Island, duck farms are profitable. Some of them contain 6000 ducks at one time. The industry of raising ducks for market is the conversion of corn into salable dressed fowl. The eggs are hatched in incubators and machinery is used in carrying the feed. Some of the municipalities desire to prevent new duck farms in residence districts by zoning. The same problem has arisen in Connecticut regarding chicken farms. Farther north the same problem has arisen regarding fox farms.

The problem of regulation would be simple if farming meant agriculture only and did not include animal raising. Tilling the soil would then be the principal use. But the raising of a few animals would be an incidental allowable use. A few municipalities have substituted the word "agriculture" for "farming." The result is that a new animal-raising farm cannot start in a residence district, but the agriculturist can, under the usual permission to carry on customary incidental uses, keep a small number of ducks, chickens, pigs, and other animals. To exclude this customary practice would be so drastic that the courts would undoubtedly interfere. But if animal raising is the principal farm use and agriculture only incidental, then the courts would in residence districts under such a zoning ordinance prevent the starting of new animal farms.

Every municipality must treat this subject with discrimination. Some towns would make a mistake to substitute "agriculture" for "farming" because they would thereby exclude new dairy farms or horse-breeding farms. The ordinary city can well use the word "agriculture." Some villages and towns remote from large cities may prefer to use the words "agriculture, dairying, and horse raising." Towns still farther removed from large cities may desire to give the greatest amplitude of farm use and should therefore retain the word "farming." This subject is not one that depends on the whim or preference of the municipality. In a dairying county the courts would consider it unreasonable to exclude dairy farms, and similarly in an open area of general farming of all sorts, to exclude any customary kind of animal raising.

E. M. B.

WHAT IS A STREET?

Some framers of zoning ordinances want to define every word that is used more than two or three times in the document. This temptation leads them into the almost impossible task of defining a street. We do not refer in this connection to having definitions state that an alley is a street less than thirty feet wide and a street is a street thirty feet or more in width. The purpose here is merely to have one word for broad streets and another word for narrow streets. It is well enough to stop here. Any further defini-

tions usually make trouble. Something should be left to the dictionaries. The building zone resolution of Greater New York contains no definition of a street, and no trouble whatever has arisen for the entire sixteen years that the building zone resolution has been in operation. But some framers will say that a street must be opened as a city street or that it must be a street used as a public thoroughfare. There are a hundred ways of ringing the changes on what constitutes a street in the mind of the ordinance drafter. This mania for defining everything has made trouble where some ordinances define a street as a public thoroughfare. If a landowner divides his parcel into streets and building plots, and erects some buildings, surely he ought to follow the zoning regulations regarding front yards in relation to his own private streets. But if no street is a street unless it is used as a public thoroughfare, then he can omit the front yard. Courts will have no trouble in interpreting the word "street" in any zoning ordinance if it is left undefined. Here are some of the strips used for movement which the courts would consider streets under the building zone resolution of Greater New York for the purpose of fixing front-yard requirements:

A strip of land used for movement wherein the city owns the fee simple in trust for the people of the state of New York for street purposes and over which the abutting owner has the right of light, air, and access. This is usually called a fee street.

A strip of land used for movement in which the city owns an easement for street purposes in trust for the people and over which the abutting owners have rights of light, air, and access. This is commonly called an easement street.

A Dutch road laid out and used before the English occupation in 1664. The city owns these streets in fee simple absolute.

A street shown on the official city map of streets but not yet opened.

A private street shown on a plat filed in the office of the county clerk but never opened.

A private street curbed and sidewalked, the proffered dedication of which has never been accepted by the city.

A private street lined with two or more houses even if not curbed and sidewalked, the proffered dedication of which has never been accepted by the city.

A strip of land used for public traffic for more than twenty years.

A strip of land used for movement owned by an elevated railroad company and occupied by an elevated railroad and fronting which strip private residences have been built.

Probably there are a number of additional kinds of strips that the courts would consider streets. All of which tends to show that it is better not to define a street in a zoning ordinance.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

NOTES AND DECISIONS

NUISANCES IN INDUSTRIAL ZONES

To what extent are industries protected from suit, for nuisance, of neighboring property owners, by being located in an industrial zone? In most jurisdictions an activity properly conducted cannot be so sued if located by statute or statutory license. The best illustration of this principle is furnished by the steam railroads. Is the establishment of an industrial zone a locating in this way of industrial plants within it? Probably not. Such zoning establishes the suitability of the district as a whole for industry but not the suitability of a given industry—in all respects, at least—at any given spot.

The above statements seem to be fully supported in a Massachusetts case decided last year.¹ Less clearly to the same effect is a current California decision.²

If, however, a given industrial plant is allowed to locate at a given spot by special permit of the board of appeals,—perhaps subject to conditions,—this would seem to be a locating of it there by authority of statute; and, if properly conducted, to free it from the risk of a suit by its neighbors as a nuisance.

THE ZONING OF PUBLIC PROPERTY

Of more practical than theoretical legal difficulty is the question whether in a given case public property is subject to a local zoning ordinance: for it is clear that the United States Government is not bound by state or local restrictions, although it may and often does submit to them; that the state is not so liable unless the zoning enabling act or some other statute makes it so; that the local authority passing the zoning ordinance is not so bound unless the law or the ordinance is so drawn as to bind it in this particular; and that the question of whether the land of one local authority situated within the limits of another is so bound is similarly a matter of legal interpretation.

¹Marshall v. Holbrook, 177 N. E. 504 (Sept. 2, 1931); see also California—Fendley v. City of Anaheim, 294 Pac. 769 (Dec. 31, 1930).

²Vowinckel v. N. Clark and Sons, 13 Pac. (2d) 733 (Aug. 3, 1932).

Of interest in this connection for the discussion of these problems and the citation of authorities is a recent New York case,¹ unfortunately not in print. The decision turned upon the interpretation of state laws and was to the effect that under its zoning ordinance the Town of Hempstead could fix the height, size of courts, and so forth, of a fire-engine house erected by the Fire Commissioners of a fire district within it, but could not forbid the erection of the building for that use on land which the Commissioners were by statute authorized to select for that purpose.

THE NONCONFORMING USE OF VACANT LAND

Under most zoning ordinances a nonconforming use may be extended not only throughout the building but throughout the "premises." Many evils would perhaps be avoided by confining the right of extension to the building.

Somewhat different is the question of a nonconforming use on a wholly vacant tract of land. In a New Jersey case² where before the passage of the ordinance sand was being lawfully excavated in one acre of a ten-acre lot, such excavation was allowed as a nonconforming use over the entire ten acres.

CONFLICTING MEMBERSHIPS

Membership in a board of supervisors and in a county planning commission are not incompatible, there being no inconsistency in the functions of the two boards.³

ZONING AND RESTRICTIONS OF BOARDS OF HEALTH

The establishment of districts under zoning regulations does not preclude the creation of additional districts under other regulations. The board of health of New York City, therefore, may set up limits within an unrestricted zoning district within which poultry slaughterhouses must be located.⁴

AN AUDITORIUM AS A NUISANCE

According to a late Pennsylvania case,⁵ an auditorium in a residential locality is not in law a nuisance even if it attracts crowds and creates traffic congestion. There was, however, no zoning ordinance involved.

¹People v. Simms, County Court, Nassau County, Cortland A. Johnson, Judge.

²Lamb v. McKee, 160 Atl. 563 (May 6, 1932).

³New York—Macrum v. Hawkins, 235 App. Div. 370 (May 3, 1932); see New York—Wightman v. Foster, Supreme Court, Westchester County, reported in *Westchester County Law Journal*, Aug. 23, 1932.

⁴Bruzzese v. Department of Health, 235 App. Div. 819 (Apr. 1932); see New York—People ex rel. Defendi v. Department of Health, Supreme Court, New York County, reported in *New York Law Journal*, Aug. 1, 1931.

⁵Streets v. Armstrong, 161 Atl. 359 (May 16, 1932).

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

THE PITTSBURGH MEETINGS

THE CONFERENCE

The 1932 National Conference on City Planning registered its emphatic protest against planless municipal economies, or percentage slashing of appropriations, and its well-reasoned conviction that a planning program was never so essential as at a time when tax dollars must be stretched to the limit.



Photograph by Emil Klose

An Exhibit at the Pittsburgh Conference

"Economy and Security," the keynote of the Conference, was sounded at every session. Economists made it clear that annual debt charges, a considerable fixed item in city budgets, are for improvements, many of which should never have been made. A comprehensive plan would have shown that they did not fit, in time, or place, or function. Bankers felt that there must be better leadership in real-estate development. They doubted whether housing any longer could be made the subject of speculation. They even suggested

a new kind of loaning agency on real-estate security, a mortgage institute which would be a coöperative agency of the large loaning institutions of any city, and the association with it of a technical staff whose job would be to develop the constructive planning of communities in order to assure permanency of values. Architects wrestled with the problem of housing the very poor, of slum clearance, and of slum avoidance.

It was fitting that much attention should be given to the various phases of housing in Pittsburgh, where Chatham Village, the product of the Buhl Foundation, is an outstanding example of site planning and group housing. Three years ago in Buffalo the Conference approved the idea that "housing and planning meet." The Pittsburgh Conference took another step with the announcement that planning and housing must merge. Mr. Henry Wright called all housing nothing more or less than applied city planning. In the building of the city the street system is the warp into which the pattern of buildings must be woven solidly if the city is to wear. The planner must be concerned with the entire process and not leave the housing or building end to careless weavers.

The Conference has a new president in Alfred Bettman, Esq., of Cincinnati, who succeeds Mr. Harland Bartholomew. Major Carey H. Brown, of Rochester, takes Mr. Bettman's place as vice president. The seven directors retiring in 1932 are succeeded by:

Harland Bartholomew, St. Louis, Mo.
Walter H. Blucher, Detroit, Mich.
Louis Brownlow, Chicago, Ill.
Harold S. Bittenheim, New York City
J. N. Darling, Des Moines, Ia.
Col. U. S. Grant, 3d, Washington, D. C.
Charles F. Lewis, Pittsburgh, Pa.

THE INSTITUTE

The Institute heard three excellent papers on municipal land policies by Messrs. Robert Whitten, Jacob L. Crane, Jr., and Tracy B. Augur, discussed theories of land values and municipal taxation, and appointed a committee to outline a plan of research into municipal land policies. The Institute officers were reelected, and the new governors are:

Frederick L. Ackerman, New York City
Arthur C. Comey, Cambridge, Mass.
Charles W. Eliot 2d, Washington, D. C.
S. Herbert Hare, Kansas City, Mo.
John Ihlder, Pittsburgh, Pa.
Frederick Law Olmsted, Brookline, Mass.
Robert H. Randall, Toledo, O.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

URBAN LAND USES: Amounts of Land Used and Needed for Various Purposes by Typical American Cities. An Aid to Scientific Zoning Practice. By HARLAND BARTHOLOMEW. Cambridge, Harvard University Press, 1932. 174 pages. Photograph, plans, tables, charts. 10 x 7 inches. (Harvard City Planning Studies, Volume IV.) Price \$3.50.

The value of urban land rests in its use. So long as it is developed for a purpose for which there is no demand, or is held against a prospective use that does not materialize, it has no value. The financial structure of cities is based on the theory that land does have value, capable of producing an annual return in money or enjoyment which may be taxed. Land which has no value does not long pay taxes. It is a poor foundation for a financial structure that must support a city. The stability of a city therefore rests on the use of its land. When that is ill-proportioned and unbalanced, the operation of the city is unbalanced too. There is evidence enough of unsound practice in the use of urban land; there is ample evidence of urban machinery running badly because of it. But there has heretofore been very little in the form of standards by which one might determine what constituted balance or good proportion among land uses.

This study attempts to set up such a measure. It furnishes a detailed analysis of the land used for various urban purposes in twenty-two selected cities, based on most thorough and painstaking measurements. It indicates the proportionate share of the city's total area and total developed area that each use occupies, relationships between land areas and population, the relative extent of various types of housing, and a host of other matters, so computed and presented that the results may be directly compared or totaled or averaged on a common basis.

The book is described by its editors as "an aid to scientific zoning practice," and its arrangement is reminiscent of the form of zoning ordinances, with chapters devoted to residential uses followed by others on commercial areas and industry. But its usefulness is not limited to those wrestling with the preparation or revision of zoning legislation; it contains facts enlightening to workers in the fields of housing and city planning generally, and to those dealing with the troublesome questions of assessment, taxation, and finance. Interesting tables chosen at random from the more than sixty included in the survey will give some insight into the completeness of the volume. One

shows the percentage of total city area devoted to each class of residential use, to commercial uses, light and heavy industry, railroads, streets, parks and playgrounds, and public and semi-public properties, while the next table gives the same facts with respect to the total developed area, and another relates them to population. Business frontage figures are given a new turn by being subdivided between the central and outer shopping areas, and again in half-mile concentric zones about the center, with frontage related to population in each zone. Housing facts include the average size of families in single dwellings and in apartments, and the lot area per family and lot coverage of buildings. Vacant property is also listed with respect to total city areas and population. These are but a few of the subjects set up in convenient tabular form. In addition there are summaries, charts, and comments that combine to present the facts about the uses of urban land so simply and clearly that only one who has tried to collect them for a single city or part of a city can appreciate the prodigious amount of work involved in this Harvard research. There has not hitherto been available anything approaching it in scope.

The strength of the book lies in its detail and dependability and in the number of cities for which data are presented in comparable form. Its danger lies in the too easy assumption that its facts disclose a standard of what ought to be rather than of what is; and these facts are necessarily drawn from a small fraction of the total number of American cities. It is fortunate that the standards of the cities surveyed averaged as high as they did; other places might well have shown much less desirable conditions. But lest the uninitiated feel that the facts disclosed are indications of good practice it may be well to point out again, and again and again, that the make-up of American cities generally is one of the least scientific achievements of our modern civilization. The figures in this study may be of greater value to show how uneconomic our current city structure really is, than to indicate relationships that should be copied into codes of law.

The text gives no hint of whether each or any of the cities covered is functioning well or poorly, whether its capital indebtedness or operating charges are high or low because of the basic economics of land use, whether the vacant areas that range from 22 to 67 per cent of the total city comprise a white elephant or a sound reserve. The author would have enriched the study by drawing on the personal and expert knowledge of all the cities studied which he alone possesses, to give the reader some slight introduction to the inner meanings back of the statistical array. The chapter called "Conclusions and Their Application" is disappointing in this regard and might more properly have been called a summary.

The fact that its findings are not more fully interpreted does not detract from the value of the study as a source book of information—reliable information—on a subject for which data have hitherto been scarce and hard to

find. Land economists and technicians in the various other fields of city building will prefer, perhaps, to draw their own conclusions, and for their use the facts are excellently set up. If the author were less eminently qualified to comment instructively upon them, we should have no complaint of the omission of his comments. Perhaps some later writings from his pen, fortified with the facts here collected, will go further to relate cause and effect, and add to our too scanty knowledge of the ways in which enjoyment and economy in city life are shaped by the use and misuse of urban land.

TRACY B. AUGUR.

THE STABILIZATION OF EMPLOYMENT IN PHILADELPHIA THROUGH THE LONG-RANGE PLANNING OF MUNICIPAL IMPROVEMENT PROJECTS. By WILLIAM N. LOUCKS, Ph.D. Philadelphia, University of Pennsylvania Press, 1931. 341 pages. Tables, charts. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. (Industrial Research Department, Wharton School of Finance and Commerce, Research Studies XV.) Price \$3.50.

The expansion of public construction during times of depression has frequently been proposed as a means of stabilizing employment. Dr. Loucks has studied the possibilities of using public works for this purpose, the inherent difficulties, and the methods of overcoming them. Although he has examined the problem in Philadelphia only, the general situation is substantially the same in other large cities of the United States, and his conclusions probably hold true for them as well.

Dr. Loucks first examined Philadelphia's expenditures for permanent improvements from 1919 to 1928 and the plans for future improvements. He then studied the procedure for authorizing, planning, putting under contract, and financing these projects. This presentation of the successive steps that must be taken in order to carry a plan from conception to actuality is enlightening. On the basis of the above facts and other pertinent information, he has considered the possibilities of stabilizing employment through the expansion of public works and has presented a program whereby this desired result may be partially attained. It is significant that the first step in this program is the development of a city plan and a schedule of capital expenditures, without which no substantial accomplishments are possible.

From this study, Dr. Loucks concludes that "since long-range planning does not directly affect such maladjustments as are probably at the bases of most depressions, it cannot be expected to become a major cause in the revival of business activity" but it "may constitute a quickly thrown up barrier to the further advance of the depression forces set in operation by the original maladjustment."

H. K. M.

STADT- UND LANDESPLANUNG BREMEN, 1926-1930. Bremen, H. M. HAUSCHILD, 1931. 365 pages. Illus., maps (part folded). $10\frac{1}{2}$ x 8 inches. Price 40m.

This bound volume of 365 large pages, with numerous illustrations in the text and eight folded maps, may be considered a typical example of the practical application to a city of 300,000 people of city planning in Germany. The report is the joint production of fifteen principal officials of Bremen, the different sections being thoroughly coördinated to present a composite picture of existing conditions, needs for the future, and means of meeting them.

Of particular interest to American planners is the effective graphic presentation of basic data and plans, so that both the technical expert and the layman may readily grasp the essential ideas. A single sheet only 14 by 19 inches in size presents the principal features of the plan for Bremen and the surrounding region, approximately three hundred square miles in area. These comprise the "work spaces" (industry, port activities, and central business), the "living spaces," the "public green spaces," the "green spaces to remain private" (farming and other open-development uses), the "railroad spaces," the "local thoroughfare system," the "long-distance thoroughfare system," and finally the proposed Bremen terminal section of the great independent automobile express route running the length of industrial Germany from the Hanseatic cities on the sea through Frankfort to Basel in Switzerland—the *Hafraba*. Many details and many other aspects of the comprehensive plan which cannot readily be shown on a single sheet are dealt with exhaustively in the report, demonstrating the all-embracing character of modern German city planning.

ARTHUR C. COMEY.

AMERICAN CIVIC ANNUAL: A Record of Recent Civic Advance with a List of Who's Who in Civic Achievement among the Members of the American Civic Association. Edited by HARLEAN JAMES. Washington, American Civic Association, Inc., 1932. 276 pages. Illus. $8\frac{1}{4}$ x $5\frac{1}{2}$ inches. Price \$3.00.

This fourth volume in the excellent series of American Civic Annuals which record high spots in civic accomplishments of a planning nature shows encouraging progress throughout the United States in the control of billboards and in the widespread recognition of the fact that the housing problem is not the problem of any one profession working independently but is a co-operative task of many professions and groups. A notable increase in the number of regional planning commissions and the inception of several state-planning projects are other noteworthy features. The record of the year in city planning, despite outstanding exceptions, is not particularly satisfying.

The organization of the book is similar to that of previous Annuals. The nation is scrutinized in terms of national parks, land planning, housing, and the Federal City. Regional planning principles are discussed, and progress is recorded and illustrated with the examples of the Philadelphia Tri-State District and Mercer and Los Angeles Counties. The record of state progress in planning and roadside improvement is followed by well-selected accounts of progress in the planning of cities and towns.

The variety and treatment of the subject matter and the up-to-the-minute character of these Annuals make them particularly significant to lay readers, and others, who would keep abreast of the planning movement.

H. K. M.

HIGHWAY LOCATION AND SURVEYING. By W. W. CROSBY and GEORGE E. GOODWIN. Chicago, Gillette Publishing Co., 1930. 398 pages. Illus., plans and maps, cross sections, charts, tables. $8\frac{1}{4} \times 5\frac{3}{4}$ inches. Price \$5.00.

This volume contains three "books." The first, by Mr. Crosby, "Notes on Highway Location," is a keen and judicial treatment, in a short compass, of a vastly complicated problem. First written some few years ago, it perhaps states nothing which would be new in principle to a trained city planner, but it evaluates and balances, in a way that few city planners have done,—at least in practice,—the relative claims of utility and beauty, of safety and cost, of conservatism of estimate and vision of the future. If everyone concerned with our highways might be compelled to understand this simple statement, many of our troubles would be at an end.

Book II, entitled "Notes on Mountain Highway Location," is written by Mr. Goodwin. This is a simple technical treatise, by an engineer for engineers, in terms of road location in difficult topography. It considers first the governing conditions—topography, physiography, financing, time, need, and so on—and the results desired,—scenic beauty, commercial use, safety, low first cost. It then describes the different kinds of surveys, from reconnaissance to construction. Then it treats in three successive chapters of structural considerations, standards of design, and estimates. There is a short but definite chapter on the cost of making surveys, and a shrewd and careful chapter of general instructions to engineering assistants. The Book closes with a set of tables and graphs, both illustrative of the text and directly valuable in practical work.

Book III, "Notes on Highway Surveying," is a collection containing among other things extracts from field manuals concerning surveys, copies of standard forms which have stood the test of use, and a bibliography of recent magazine articles on the subject.

The reviewer lays this book down with the feeling that he has been in the fresh air and in good company, and that he learned things both valuable and encouraging.

H. V. H.

RURAL VERMONT: A Program for the Future. By Two Hundred Vermonters. Burlington, The Vermont Commission on Country Life, 1931. 385 pages. Photograph, maps, tables, charts. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Price \$1.50.

Although this volume has been prepared by Vermonters primarily *for* Vermonters, its worthy purpose and the methods of investigation may prove suggestive to people in many other states. Its chapters, contributed by sixteen committees and two individuals, present a stock-taking of the state to-day in terms of its physical, social, and spiritual resources, with suggestions for their future development. Planners will be particularly interested in the chapters discussing the topography, climate, soils, agriculture, forestry, wild life, land utilization, and recreation. Social workers will value the studies of the people of Vermont, their home and community life, education, citizenship, government, religion, available medical facilities, care of the handicapped, and the steps that have been taken or may be taken to preserve Vermont traditions and ideals.

Such a path-finding study as this is a valuable first step in the salvation and development of a state. But a diagnosis is not a cure. It is to be hoped that the Vermont Commission on Country Life will now take the next important step and sponsor a state-wide plan for the best and most efficient use of the physical resources and facilities of the state. These inevitably constitute the environment within which may be developed the "good life," which is, after all, the final end and aim of wise planning.

H. K. M.

RECENT ADVANCES IN TOWN PLANNING. By THOMAS ADAMS, in collaboration with F. LONGSTRETH THOMPSON, E. MAXWELL FRY, and JAMES W. R. ADAMS. New York, The Macmillan Company, 1932. (Also published in England.) 400 pages. Plates, plans, diagrams, etc. $10 \times 7\frac{1}{4}$ inches. Price \$6.50.

Mr. Adams has here recorded many of the results of his extensive city planning experience in both England and the United States. American readers will welcome this opportunity to compare planning progress in England with that of this country.

This important book, together with another book by the same author to be published at an early date, will be reviewed in a subsequent issue of CITY PLANNING.

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to its readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

- AMERICAN ACADEMY OF POLITICAL AND SOCIAL SCIENCE. *The Annals*. National and world planning: being the proceedings of the thirty-sixth annual meeting of the Academy. . . . Philadelphia, The Academy, July 1932. 307 pages. Price \$2.00.
- AMERICAN CIVIC ASSOCIATION. *Park primer: what everybody should know about parks*. Reprinted from *American Civic Annual*, 1932. Washington, The Association, 1932. 16 pages.
- AMERICAN ELECTRIC RAILWAY ASSOCIATION. *Bibliography on street and highway traffic*. New York City, The Association, Apr. 1, 1932. 29 pages. Mimeographed. (First annual supplement to A. E. R. A. Bulletin no. 355.)
- BARTHOLOMEW AND ASSOCIATES. *Plans for major traffic thoroughfares and transit, Lower East Side, New York City*. Prepared for the Lower East Side Planning Association. St. Louis, Mo., Bartholomew and Associates, 1932. 118 pages, plans (part folded).
- BENOIT-LEVY, GEORGES. *Londres . . . demain*. Nice (L'Etoile, Pessicart), published by the author, 1931. Price \$2.00.
- BERGEN COUNTY (N. J.) AND THE REGIONAL PLAN: just what this great enterprise means to the county and particularly to the community in which you live. New York City, The Regional Plan Association, Inc., 1932. 23 pages + folded map. Price 20 cents.
- THE COMMONWEALTH. *Official journal of the Commonwealth Club of California*. Vol. VIII, no. 46, part two. *Fitting highways to the landscape*. Condensation of the discussion of highway beauty at the meeting of the Commonwealth Club on Oct. 20, 1932. San Francisco, The Club, Nov. 15, 1932. 40 pages. Price 25 cents.
- DES MOINES (IA.) CITY PLAN AND ZONING COMMISSION. *Des Moines outgrows Topsy*. Giving rules for the subdivision and platting of land. . . . adopted June 18, 1931. Des Moines, The Commission, 1932. 20 pages + folded map. Price 15 cents.
- ELWOOD, P. H., JR. *Roadside planning: an introductory analysis*. Ames, Ia., Iowa State College, 1932. 34 pages. Mimeographed.
- ESSEX COUNTY (N. J.) AND THE REGIONAL PLAN: just what this great enterprise means to the county and particularly to the community in which you live. New York City, The Regional Plan Association, Inc., 1932. 24 pages + folded map. Price 20 cents.
- JACKSON COUNTY (MO.). *Results of county planning*. Independence, Mo., The County, 1932. 122 pages + folded maps.
- JOURNAL OF THE AMERICAN INSTITUTE OF REAL ESTATE APPRAISERS OF THE NATIONAL ASSOCIATION OF REAL ESTATE BOARDS. A quarterly published, beginning Oct. 1932, at 59 East Van Buren Street, Chicago, Ill. Subscription price \$5.00 a year.
- City planners will be interested in the discussions of land values and of the factors which influence the rate of capitalization of income, appearing in the first number.
- KAMPPFMEYER, HANS. *Homes should be near workshops*. Frankfurt, International Housing Association; Stuttgart, Julius Hofman, [1931]. 69 pages. Price 4m.
- Text given in German, English, and French, in parallel columns.
- MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION. *Act creating Maryland-National Capital Park and Planning Commission with amendments*. Silver Spring, Md., The Commission, 1932. 44 pages + folded map. Price 25 cents.

- MASSACHUSETTS CIVIC LEAGUE. TOWN ROOM RESEARCH COMMITTEE. Current social research in Massachusetts. 23 pages. Price \$1.00.
- MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE. Annual report for the year ending Nov. 30, 1931. [Boston], The Department, [1932]. 173 pages. (Public Document no. 17.)
Includes report on Housing and Town Planning by Edward T. Hartman, consultant, on pages 43-46.
- MASSACHUSETTS FEDERATION OF PLANNING BOARDS. Eighteenth annual conference of Massachusetts Planning Boards at Lowell, Mass., Oct. 7-8, 1931. 54 pages. Boston, The Federation, 1931. (Bulletin no. 27.)
- MILLAR'S HOUSING LETTER. Issued weekly by John H. Millar, 440 S. Dearborn St., Chicago, Ill., beginning Oct. 15, 1932. 8 pages per issue. Subscription price \$15.00 a year.
Contains news and comment on home finance, home design, home building, home ownership, home modernization, equipment, appliances, cost reduction, waste elimination, slum rehabilitation, planning land use, taxation, utilities, and social problems.
- MIRAMS, A. E. Jinja: report on the town planning and development of. Entebbe, Uganda, (East Africa), Government Printer, 1930. 14 pages + plates and folded map. Price 6s.
- . Kampala: report on the town planning and development of. In two volumes. Entebbe, Uganda, (East Africa), Government Printer, 1930. Vol. I: 167 pages + plates; Vol. II: 20 folded plans + appendices. Price £2.2s.
- NATIONAL COUNTY ROADS PLANNING COMMISSION, in collaboration with COUNTY HIGHWAY OFFICIALS DIVISION OF THE AMERICAN ROAD BUILDERS' ASSOCIATION. A planning manual for county highway improvement. [Washington], American Road Builders' Association, 1932. 88 pages. (Bulletin no. 35.)
- NATIONAL RECREATION ASSOCIATION. Surfacing playground areas: a committee report on the surfacing of areas devoted primarily to children's play and to specially surfaced courts used for tennis, handball and other similar games. New York City, The Association, [1932]. 24 pages. Price 50 cents.
- NEW YORK CITY. DEPARTMENT OF CITY PLANNING. Typewritten and photostat pages, maps, and plans concerning the application of the North River Bridge Company to the United States War Department for a permit to build a bridge over the Hudson River on the axis of West 57th Street. New York City, The Department, 1932. Unpaged.
- NEWMAN, BERNARD J. Housing in Philadelphia, 1931. Philadelphia, Philadelphia Housing Association, [1932]. 40 pages. Price 25 cents.
- NOLAN, J. BENNETT. The foundation of the town of Reading in Pennsylvania. Published under the auspices of School District of Reading, Pa., 1929. 210 pages.
- NORFOLK (EAST CENTRAL) JOINT TOWN PLANNING COMMITTEE. ADVISORY PANEL OF ARCHITECTS. Suggestions for the use of builders. 1932. 6 pages.
- OLSON, H. E. General report on a study of the building line easement law. Minneapolis, The City Planning Commission, 1932. 21 pages. Mimeographed.
- PRESIDENT'S CONFERENCE ON HOME BUILDING AND HOME OWNERSHIP. Farm and village housing. Edited by John M. Gries and James Ford. Washington, The Conference, 1932. 230 pages. Price \$1.15 postage prepaid.
- . Home ownership, income and types of dwellings. Edited by John M. Gries and James Ford. Washington, The Conference, 1932. 293 pages. Price \$1.15 postage prepaid.
- . Homemaking, home furnishing and information. Edited by John M. Gries and James Ford. Washington, The Conference, 1932. 231 pages. Price \$1.15 postage prepaid.
- . Housing the community; home repair and remodeling. Edited by John M. Gries and James Ford. Washington, The Conference, 1932. 291 pages. Price \$1.15 postage prepaid.

- REGIONAL PLANNING FEDERATION OF THE PHILADELPHIA TRI-STATE DISTRICT. The regional plan of the Philadelphia Tri-State District. Philadelphia, The Federation, 1932. 589 pages. Price \$10.00 (\$7.50 to members of professions interested in planning work).
- REVISTA DA DIRECTORIA DE ENGENHARIA. Prefeitura do Districto Federal. Publicação trimestral. Redacção e Administração: Rua General Camara, Rio de Janeiro, Brazil. Anno 1, numero 1, Julho 1932. Price 2 milreis per issue (about 16 cents).
- ROBINSON, H. D., AND D. B. STEINMAN. Bridges lasting and beautiful. New York City, Robinson and Steinman, Engineers, [1932]. 22 plates.
- ROCKLAND COUNTY (N. Y.) AND THE REGIONAL PLAN: just what this great enterprise means to the county and particularly to the community in which you live. Issued jointly by the Rockland County Chamber of Commerce, Nyack, N. Y., and The Regional Plan Association, Inc., New York City, 1932. 22 pages + folded map. Price 20 cents.
- ROTHERHAM (ENGLAND) DEVELOPMENT COMMITTEE. Industrial Rotherham, where power is cheapest: its economic resources, industrial activities, and sites for development. Rotherham, Yorkshire, England, The County Borough of Rotherham Development Committee, [1931]. 98 pages + folded map.
- SCHUSTER, FRANZ. The building of small dwellings with reasonable rents. Frankfort, Englert and Schlosser, for the International Housing Association, 1931. 131 pages. Price 6m.
- Text given in German, English, and French, in parallel columns.
- SCOTLAND. DEPARTMENT OF HEALTH. Town planning: model clauses for use in the preparation of schemes. Edinburgh, H. M. Stationery Office, 1931. 21 pages. Price 1s. 3d.
- SØRENSEN, C. TH. Parkpolitik i sogn og kobstad. København, I Kommission hos Gyldendalske Boghandel Nordisk Forlag, 1931. 122 pages. Price 5.00 kr. (Dansk Byplanlaboratorium.)
- SPRINGFIELD (MASS.) CITY PLANNING BOARD. Six years of city planning in Springfield. Springfield, The Board, 1930. 69 pages + folded maps and plans. (Joseph T. Woodruff, consulting engineer.)
- SURVEY GRAPHIC, Vol. XXI, no. 7, Oct. 1932. Issue devoted to subject: Obsolete cities—a challenge to community builders. Price 30 cents.
- U. S. BUREAU OF THE CENSUS. 15th Census of the United States: 1930. Metropolitan districts. Population and area. Prepared under the supervision of Clarence E. Batschelet, geographer. Washington, Government Printing Office, 1932. 253 pages. Price \$1.35.
- U. S. BUREAU OF PUBLIC ROADS, in collaboration with the Highway Departments of Arizona, California, Colorado, Idaho, Nebraska, New Mexico, Nevada, Oregon, Utah, Washington, and Wyoming. Report of a survey of traffic on the federal and highway systems of eleven Western states, 1930. Washington, Government Printing Office, 1932. 736 pages + 13 folded maps. Price 20 cents.
- U. S. BUREAU OF STANDARDS. DIVISION OF BUILDING AND HOUSING. Bibliography on blighted areas and slums. Washington, The Department, Dec. 1931. 46 pages. Mimeographed.
- U. S. DIRECTOR OF PUBLIC BUILDINGS AND PUBLIC PARKS OF THE NATIONAL CAPITAL. Annual report, 1931. Washington, Government Printing Office, 1931. 98 pages.
- WELSH HOUSING AND DEVELOPMENT ASSOCIATION. Yearbook, 1932. Cardiff, The Association, 1932. 104 pages. Price 2s.
- WESTCHESTER COUNTY (N. Y.) PARK COMMISSION. Report to the Board of Supervisors of the County of Westchester, State of New York, Apr. 30, 1932. Compiled and edited by Stanley W. Abbott. White Plains, N. Y., The Commission, 1932. 88 pages.

Town Planning Review

PUBLISHED QUARTERLY

The only English magazine devoted
entirely to this subject, and dealing with
the monumental and domestic aspects.

PATRICK ABERCROMBIE, Editor

*Professor of Civic Design
University of Liverpool*

Editorial Offices:
Brownlow House, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy; annual subscription fifteen shillings, post free

The first thirteen volumes (with the exception of Vol. I, Nos. 1 and 2) are obtainable, at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound. Vol. I, Nos. 3 and 4, 5/- each.

Subscriptions may be sent to *City Planning*

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC.

of *City Planning*, published quarterly at Augusta, Maine, required by the Act
of August 24, 1912.

NAME OF	POST-OFFICE ADDRESS
Publisher, City Planning Publishing Co. . . .	Augusta, Maine
Editor, Henry Vincent Hubbard	Cambridge 38, Mass.
Managing Editor, as above	
Business Manager, Carl Rust Parker	Brookline 46, Mass.

That the owners are: (Give names and addresses of individual owners,
or, if a corporation, give its name and the names and addresses of stockholders
owning or holding 1 per cent or more of the total amount of stock.)

Henry Vincent Hubbard	Cambridge 38, Mass.
Carl Rust Parker	Brookline 46, Mass.

That the known bondholders, mortgagees, and other security holders
owning or holding 1 per cent or more of total amount of bonds, mortgages,
or other securities are: (If there are none, so state.) None.

CITY PLANNING PUBLISHING CO.
Carl Rust Parker, Business Manager

Sworn to and subscribed before me this 4th day of October, 1932.

HARRY D. PERKINS,
(My commission expires July 7, 1933.)

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
APRIL 1933

Recent Advances in Town Planning

By THOMAS ADAMS

One of the leading practitioners in the city planning movement in the United States and England notes down his rich experience in a volume equally valuable to municipal executive and to the electorate.

Its broad scope is indicated by the main headings:

Regional Plans
General Town Development
Statutory Town Planning
Local Development
Local Development (Site) Plans
Streets, Roads, and Other Ways

"It gives a comprehensive survey of all aspects of the subject."

—*Civil Engineering*

"We all may profit by sitting at his feet and listening."—*Architecture*

400 pages

Price \$6.50

Illustrated

Your order, accompanied by check, should be sent to

CITY PLANNING PUBLISHING COMPANY

12 Prescott Street, Cambridge, Mass.

Sociology of City Life A New Approach and New Presentation

By NILES CARPENTER

Chairman of the Department of Sociology and Anthropology,
University of Buffalo

This new work is more inclusive than any other dealing with the subject in English. Every phase of city life from remote times to the present is given with many new interpretations. The physical setting of city life, the nature of life in the city and its impact on human personality, and the underlying tendencies in urbanism are carefully developed, as well as the functioning of the city. New predictions are made.

More than sixty tables—drawn when possible from 1930 census data—lend concreteness and authoritativeness to the discussion. Twenty-five maps and four charts of unusual interest and practical value accompany the text.

Many new concepts are brought forward, such as the influence of culture shock upon personality demoralization and the rôle of the conflict between the cultural and economic forces in urban expansion in the undermining of urban civilization.

522 pages

\$3.90

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Mass.

WE WELCOME YOU TO THE HARVARD CITY PLANNING BOOKSHELF

"Excellent Series of Books on City Planning and its Ramifications"

—*The Architect and Engineer*

**A Guide to Source Books of Inherent Value on
Problems Constantly Confronting the Municipal
Official, the Realtor, as well as the Planner**

↪ Depression has taught people to be discriminating ↪

We are therefore glad at this time to offer
the following selection of books of
acknowledged excellence
and
usefulness

AIRPORTS: THEIR LOCATION, ADMINISTRATION, AND LEGAL BASIS

By H. V. Hubbard, M. McClintock, and F. B. Williams

BUILDING HEIGHT, BULK, AND FORM

By G. B. Ford

NEIGHBORHOODS OF SMALL HOMES

By R. Whitten and T. Adams

URBAN LAND USES

By H. Bartholomew

THESE VOLUMES, FULLY ILLUSTRATED
PRICE \$3.50 EACH

Send your order, with remittance to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

IN FUTURE NUMBERS

CITY PLANNING PROPOSALS FOR GENEVA, SWITZERLAND

By **PHILLIPS BRADLEY**

Professor of Political Science, Amherst College

SOME PROBLEMS IN EXCESS CONDEMNATION

By **HOWARD M. BASSETT**

SLUM ERADICATION IN HAMBURG, GERMANY

By **R. S. MacELWEE**

Consulting Engineer

CURRENT PROGRESS DEPARTMENT

Containing the Latest News of Planning Progress in Many
Cities and Regions Throughout the United States

Office of Publication: 11 Oak Street, Augusta, Maine

Correspondence concerning subscriptions or advertisements
should be addressed to

GENERAL OFFICE:

CITY PLANNING PUBLISHING CO.

12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. IX

APRIL 1933

No. 2

CONTENTS

The Location and Planning of Industrial Areas	WALTER C. K. BAUMGARTEN	49
Trends in Present-day City and Regional Planning in the United States, 1932	HAROLD S. BUTTENHEIM	73
CURRENT PROGRESS:— <i>Past Planning is Basis for Renewed Activity in Baltimore—Marked Advance in City-County Coöperation—Zoning Brings Popular Approval for Planning—Material Progress During Depression—A Twelve-year Record of Accomplishments—Brookline Thoroughfare Planning</i>		87
ZONING ROUNDTABLE:— <i>Mortuaries—Zoning and City Planning</i>		93
LEGAL NOTES:— <i>Progress of City Planning Law During 1932</i>		95
N. C. C. P. & A. C. P. I. NEWS:— <i>Midwinter Institute Meeting</i>		97
BOOK REVIEWS & LISTS:— <i>Reviews—List of Plan Reports, 1932</i>		98

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

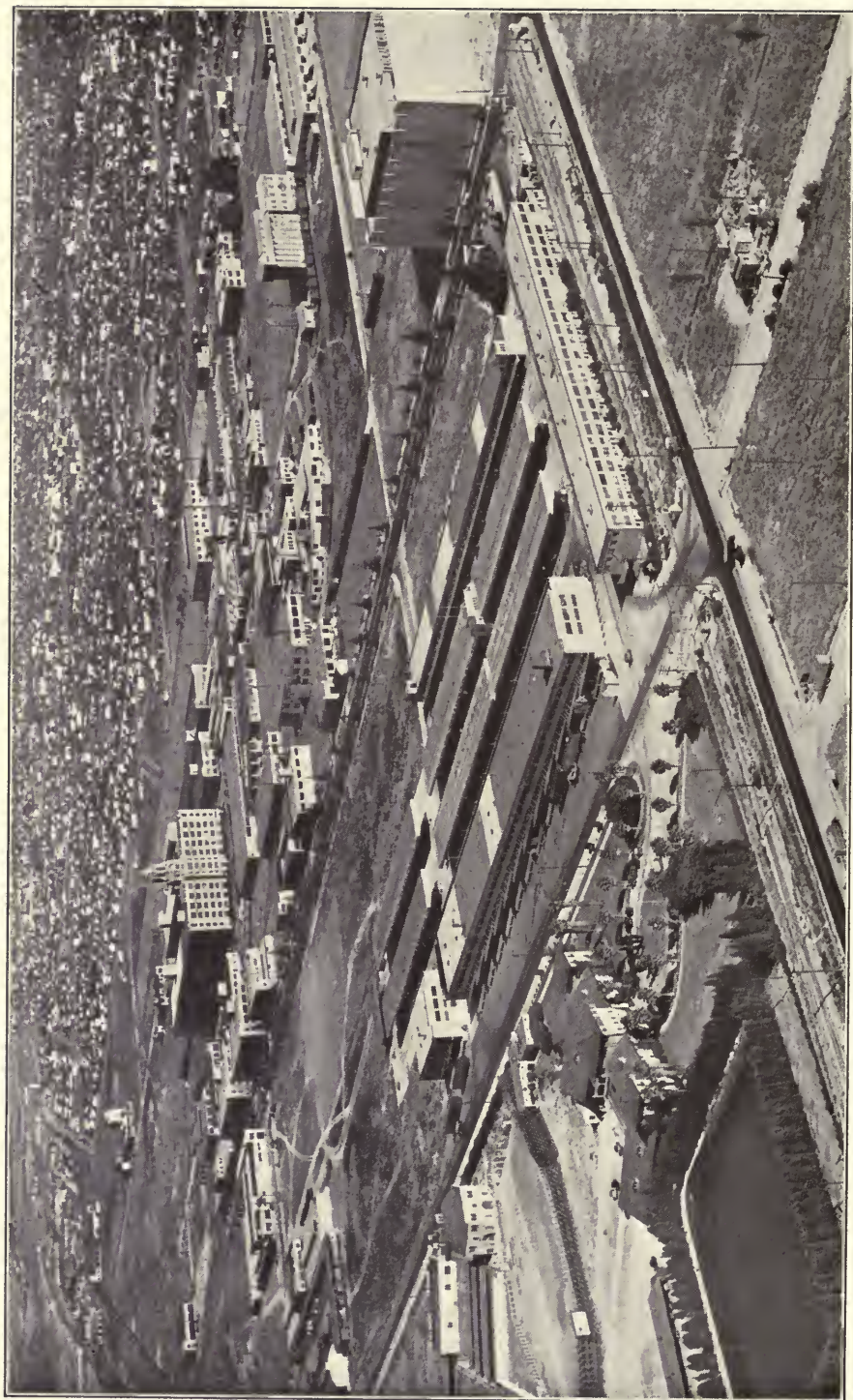
GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR
CONTRIBUTING EDITORS
EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD
ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright, 1933, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



© Spence Air Photos

CENTRAL MANUFACTURING DISTRICT, LOS ANGELES

The Union Stockyards are shown in the left foreground, the Produce Terminal in the center, and the Central Manufacturing District Terminal Building in the upper left of the picture.

CITY PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

VOL. 9

April 1933

No. 2

THE LOCATION AND PLANNING OF INDUSTRIAL AREAS

By WALTER C. K. BAUMGARTEN

Sheldon Travelling Fellow, Harvard University, School of City Planning

TO one approaching the problem of planning for industrial areas, two aspects—location and layout—immediately present themselves as dominant. Location should be considered with reference to large economic and geographical areas and in relation to local developments, whether in a centralized location or apart from urban districts in rural surroundings.

Thus far, industry in general cannot be said to have tended exclusively to become either centralized or decentralized. Decentralization, desired and advocated as a panacea for the detrimental effects of metropolization, has not yet proved its case. The persistence of forces acting for centralization, as reflected in the continuous peripheral growth of residential and industrial developments, shows that these forces have proved more powerful than all the attempts to offset them. More new factories are locating and relocating within or close to the built-up areas than are going far outside.¹ Desirable though a centrifugal movement might be if it occurred in a recentralizing fashion, in its present form it is nothing but a peripheral accretion of the elements that go to make up a city. Whatever the solution of the problem eventually may be, industry will remain the basis of our civilization; and whether

An address delivered at the meeting of the American City Planning Institute in New York City on February 3, 1933.

¹"Decentralization—Eventually but Not Now." By Jacob L. Crane, Jr. *The Annals of the American Academy of Political and Social Science*, Sept. 1927, "Planning for City Traffic," pp. 234-40.

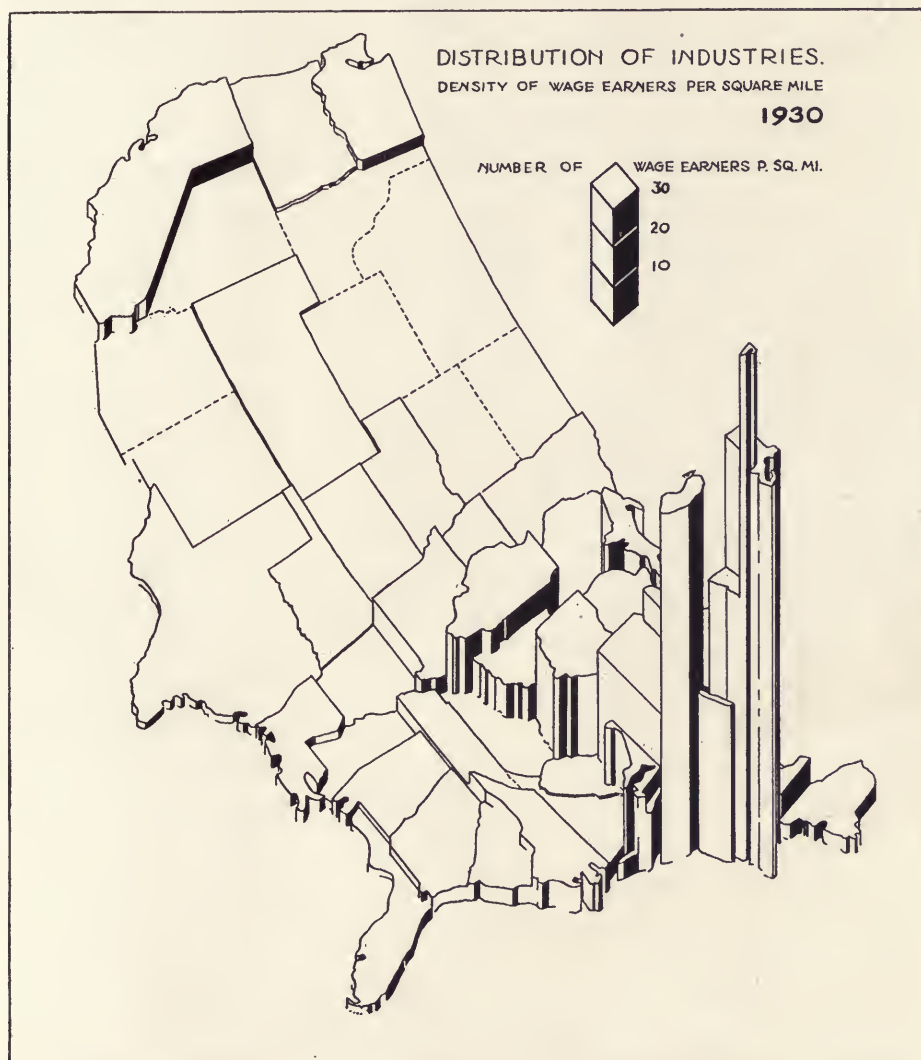
industry finds recentralization or further centralization more profitable, will determine the future form of city growth. Although industry may have to submit itself to vital changes in its own organization and may have to pursue other motives than those of private profit, a great number of the factors that have been at work heretofore will continue to operate. Planning as the means of correlating the elements of growth should therefore be based upon proper knowledge of the habits of industry.

FACTORS DETERMINING LOCATION OF INDUSTRIES

It is comparatively easy to recognize the nature of the factors determining a proper location. However, the weight of each factor is much more difficult to detect and varies in each particular instance. It therefore is not surprising to see in a large number of cases that industry itself, where it has been free to locate in accordance with its own requirements, has done so in a manner apparently showing little appreciation of its own needs. A mistake once made cannot easily be remedied, since, for obvious reasons, industrial establishments tend not to move after once having been established, even though their management may realize the uneconomic situation. Inertia of investment and the hazards of relocation usually frustrate any attempt to correct the mistake, although cases can be cited where the cost of actual relocation has soon been offset by advantages gained on the better site.

Because they usually investigate very thoroughly the qualifications of particular localities, the large industries on the whole have succeeded in making more scientific selections of location than have the smaller ones. Once located, their greater inertia prevents almost entirely further moves. For this very reason, they have not responded to centralizing tendencies as much as have the smaller and medium-sized industries. The city itself does not hold the same incentives for them as it does for the smaller industries; on the contrary, it tends to drive out the larger industries that have been encircled by its growth, so that they can be said to have an inherent trend to decentralize in search of comparatively low-priced land and room for expansion.

Extractive industries, of course, are not free to move where they please but have to remain near their raw materials. On the



other hand, *the tether that originally bound a great number of the elaborating industries to raw materials has been constantly weakened by technological improvements* to such an extent that most industries are now free to locate elsewhere. The United States Steel

Corporation experimented with its first plant at Duluth and its second in Pennsylvania, shipping coal to iron ore and then iron ore to coal; but the steel industry now finds its most favorable location away from both, in the Chicago district. In general, however, it can be said that when the raw material is bulky and the process of manufacturing reduces the volume, the industry will locate near the raw material, and conversely. For example, wood pulp is imported from Scandinavia into the Atlantic States; Peruvian copper ore is smelted in this country and manufactured into wire; Kohler bathtubs are made in Wisconsin from Belgian clay.

Atmospheric conditions, like raw materials, have become less important as a factor in determining location, since any degree of humidity or aridity can now be obtained artificially.

Whereas not so long ago industry was dependent upon water power and steam, *water as a source of power or for generating electric power near the plant* has also become less important. Since the advent of economical transmission of electric energy for long distances, the milling industry, which as a result of cheap power had centered in places like Rochester, Minneapolis, and Niagara Falls, was free to follow other attractions.¹ We are told that the capacity of installed waterwheels has increased sevenfold in the last ten years, and projects now on hand insure a further large increase since only 40 per cent of the potential horse power has been harnessed. Industry does not now have to remain within the vicinity of the generation of power, except where power costs comprise a large proportion of the total cost of production, as in the case of the electro-chemical industries at Niagara Falls where they represent 30 to 40 per cent. Then industry tends to remain near in order to avail itself of lower costs.

Electric power has also multiplied many times the capacity of production and is constantly reducing the proportion of manpower in manufacture, thus freeing industry from its former dependence upon the labor market. *Labor* probably has never been as much of a factor in determining the location of industrial plants

¹In 1928 Niagara Falls had spread its influence 225 miles west to Windsor and 200 miles east over an area of more than 28,000 square miles. Power eventually to be generated at the Hoover Dam will have an even wider distribution. "Niagara Power." By Norman R. Gibson. *Proceedings of the American Society of Civil Engineers*, Sept. 1929, pp. 1719-46.

as is commonly supposed. Recently, at least, labor has certainly sought employment where it was to be found and not the reverse. The history of industry has shown all along that other factors have been of greater importance. The movement of the shoe industry to Cincinnati and St. Louis was away from the labor market to the raw material and, probably even more important, to the consumer. The migration of the textile industry is similarly explained. Mass production of automobiles did not develop in New England where labor was concentrated; and it is doubtful whether it could have succeeded at Detroit, had it not been that there it was most favorably located for the handling of bulky and heavy commodities. As only a locality with cheap freight rates can survive in such a contest, New England has had to confine itself to quality production. At most, it can be said that labor is a factor of only temporary influence and easily adjusts itself. Large industries have seldom been restricted by it in the choice of their location, but always have induced labor to follow, sometimes admirably providing for it and thus showing a recognition of the importance of good housing and living conditions. Modern examples are found at Longview, Wash.; Kohler, Wis.; Kingsport, Tenn.; and Great Barrington, Ill.

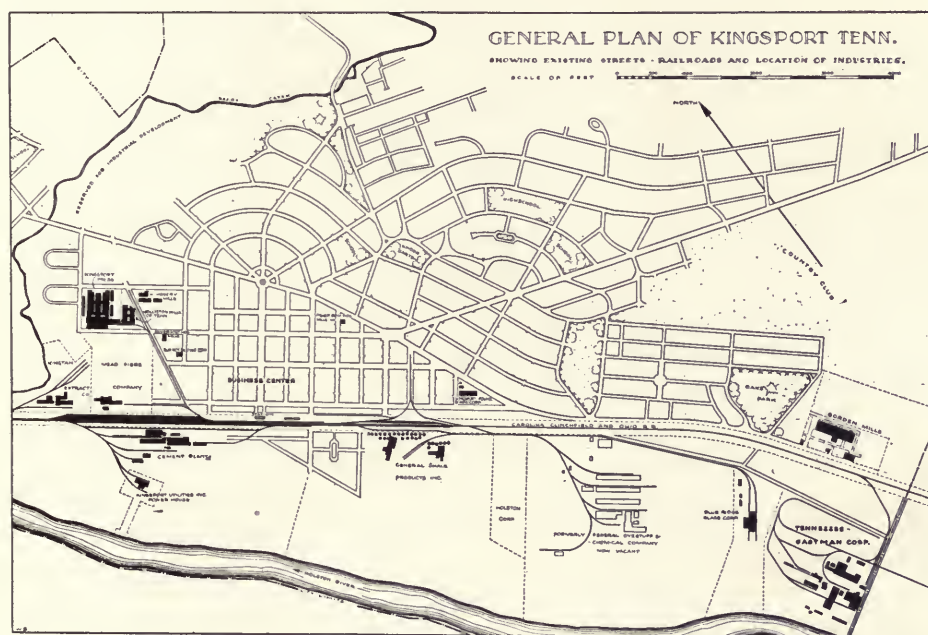
As the foregoing factors have decreased in importance, others have become more important. *Proximity to markets* and *easy distribution of products* often appear now as the sole determinants of location. Economy of distribution has become a more decisive factor,—in the case of large industries, more particularly in the location of local stocks of merchandise, manufacturing branches, and warehouses, than in the location of the plant itself. *Proximity to markets is not measured in miles but in time and freight rates.* The example of the manufacture of steel in the Chicago district serves again as an illustration: favored by its location as a natural center of distribution, with far better facilities than Pittsburgh can ever hope to offer, the Chicago district within the last few years has surpassed the steel production of Pittsburgh. The importance of easier distribution of the finished product has superseded that of the proximity of raw materials. The more direct routing of

inland waterways permits Chicago steel to compete successfully at New Orleans. Cities like Atlanta and Dallas have made rapid progress because of their strategic locations as centers of distribution. Kansas City, Mo., also favored naturally by its location, would never have achieved its present importance as a distribution center if railroad rates to points throughout the West and Far West had not given it the advantage over St. Louis and Chicago. *The railroad rating system* has influenced national distribution of industry more than any other factor and has been an exceedingly strong influence toward locating industries in large cities.

In only a very few instances have the possibilities of inland waterways been realized. Many industries needing abundance of water have located near waterfronts; otherwise, industries have made little use of water except for the transport of coal and other bulky materials. Goods received by water are generally limited to commodities brought to a point in large quantities and for transshipment; industry itself usually prefers more manageable quantities than bargeloads.

Aided by subsidies, preferential legislation, and stupendously liberal grants of land, railroads have succeeded in establishing themselves as the backbone of the transportation system; the inland waterways have remained as an auxiliary. Now that railroads, through the rise of other facilities, are no longer monopolizing transportation, adjustments can be expected. The Committee on Industrial Decentralization and Housing of the President's Conference on Home Building and Home Ownership has pointed out that the relative disuse of inland waterways has accelerated the growth of large cities and that the probable resumption of the use of the waters of the rivers and lakes will greatly facilitate decentralization. The consolidation of governmental agencies dealing with all phases of transportation into one bureau by the reconstitution of the Interstate Commerce Commission with much broader powers and with jurisdiction over railroads, motor busses and trucks, pipe lines for the transportation of oil, air transportation, and inland waterways and shipping, as proposed by the new administration, may alter the course entirely. Coast-to-coast shipments of great bulk have generally resorted to the longer water

route around the Continent, much shortened by the opening of the Panama Canal. Through this short cut, San Francisco was moved \$2.25 per ton (for staple goods) nearer to New York, while at the same time, through the increase of freight rates after the War, middle-western towns were moved away from San Francisco by \$5.14 per ton and from New York by \$6.94 per ton.



Legislation and *financing* probably have no direct influence upon location. Discriminatory legislation, especially over-taxation, has caused industries to remove to more favorable locations. However, inasmuch as higher tax rates often constitute only a comparatively small burden in return for better services obtained, they should not necessarily repel industries. Unfortunately, communities fearing to be less attractive to industries have avoided increase of tax rates by refraining from providing such better services and have thus retarded their own progress. Financing probably exerts the least influence upon location as capital seeks its allies instead of requiring them to come to it.

Chance and *caprice* certainly cannot be listed among factors that should determine the location of industry; the great number, however, that apparently have found their location by mere chance is surprising. In the beginning, Detroit had not much more to offer than many other places; most of the features that have made it the largest center of its kind are acquired. South Bend, Ind., also has its large automobile industry merely because one far-sighted company gained the advantage of an early start. Rochester has become the largest optic center because it was the home of one man who developed this industry there, and it has since attracted many other industries of the kind. Rayon silk at Paterson, predominant as it appears now, is an off-shoot of the chemical industry there.

Off-shoot industries will not necessarily stay at their original locations unless they remain by-product industries or parts in a long chain of elaboration. Kingsport, Tenn., remarkable in many other respects, is a good example of such collaboration and coördination of process industries.¹

Among the factors discussed as determining the location of large industries, two thus appear to be of major importance: room for expansion and opportunity for easy distribution. Into both of them the cost factor enters largely, in the first case as an initial expenditure and in the second as a recurrent expenditure, and therefore perhaps of greater weight. Consolidation and control from central offices have not prevented the distribution of the productive processes to strategic locations in smaller local units wherever they can gain advantages of economic distribution of the

¹The successful coördination and interlocking of activities at Kingsport might well be ascribed to proper planning. The Tennessee Eastman Corporation, founded in 1920, maintains a large plant of 372 acres for the dry distillation of wood, drawing timber from its own large holdings in the vicinity. For the distillation, only saw-mill waste laps and poor timber are used, the better material being sold as lumber and the less good made into cratings for the Kingsport Press and the Blue Ridge Glass Corporation. The Eastman Corporation also supplies to the glass manufacturers water pumped from the river and in return receives filtered water from them. The chestnut, hemlock, and oak bark goes to the Kingston Extract Company, a tannery which in turn supplies leather for further processing to the Slip-not Belting Corporation, a highly specialized industry distributing its products all over the country. The Mead Fibre Company manufactures paper from the "spent chips" of the tannery, which is mostly used by the Kingsport Press, a large printing and publishing company. The Press further obtains binding cloth for its books from the Holliston Mills and ink and shipping cases from Eastman. The Borden Mills, manufacturing unbleached cotton cloth, and the Kingsport Silk Mills employ women, whereas the General Shale Products, the Kingsport Foundry and Manufacturing Corporation, and the cement plant which was located there before the founding of Kingsport in 1917, employ male labor exclusively.

products. All those manufacturing industries which depend upon population concentration, that is, upon finding an immediate market for large quantities of their products, show a tendency to become more widely distributed throughout the country. Although the actual cost of manufacturing occasionally may have been increased by this dispersion, the much lower cost of distribution has more than offset this. The establishment of branch and assembly plants indicates the same trend.

CENTRALIZATION VERSUS DECENTRALIZATION

Since about fifteen years ago, when the peak of manufacturing in large cities was reached, there have been many instances of relocation on rural sites or on the fringes of the city, with heavy industry continuing to go farther out than light industry. Since the first half of the last decade, a decrease of industrial employment within cities with a population of more than 10,000 is reported, while a noticeable gain in population has been made in the smaller towns.¹ The fastest rates of urban-population growth from 1920 to 1930 were found in the smaller cities within the orbits of metropolitan centers.

While centralization may offer but little advantage for the large industry, its attraction for the medium-sized and small industries is almost irresistible. Although producing only a minor part of the total manufactured goods, about 97 per cent of the total number of all industries employ less than 250 men and require a floor space of less than 100,000 square feet each. (See Table No. 1.) Most of these small industries are unable to make large capital investments, for their working capital is relatively small and they are apt to be fundamentally affected by changes in industrial methods which easily render buildings and equipment for special purposes obsolete and valueless. They try to avoid investments in real estate, often also in buildings, and therefore seek locations which, in addition to meeting their requirements, offer other facilities necessary for production. They do not have their own railroads, but depend upon rail service offered to them. If they turn

¹"Our Changing Chemical Market Places." By Willard L. Thorp. *Chemical Markets*, Jan. 1931, pp. 30-33.

out their products in carload lots they require switching service, and if their products are of lesser bulk, they must have easy access to freight terminals and facilities for handling less-than-carload freight. Their products have oftentimes only a limited market, and proximity to this market is essential. Truck transportation is likely to be important to them in distributing their products.

TABLE NO. 1
SIZE OF ESTABLISHMENTS AND NUMBER OF EMPLOYEES

	250-1000 EMPLOYEES		1000 OR MORE EMPLOYEES	
	PERCENTAGE OF TOTAL NUMBER OF ESTABLISH- MENTS	PERCENTAGE OF TOTAL NUMBER OF EMPLOYEES	PERCENTAGE OF TOTAL NUMBER OF ESTABLISH- MENTS	PERCENTAGE OF TOTAL NUMBER OF EMPLOYEES
ENTIRE U. S., 1919	2.2	53.4	.35	26.4
MASS., R. I., CONN., N. Y., N. J., PA., DEL., 1929	3.6	52.5	.6	24.6
CAL. AND ORE., 1929	1.7	38.9	.2	11.3

Proximity to similar and supplementary industries may also be essential. All of these requirements are more easily satisfied in cities than in isolated locations. In cities they do not have to attract labor, as it is abundant and can be easily hired and discharged, as needed. The tie between these industries and their employees is very loose. Proximity of working place to the homes of the industrial population seems of little importance, as long as most of the workers are able to own automobiles. Many workers prefer to live at a considerable distance from their places of employment.¹ While the loss of time and energy involved daily is often wasteful, there is no obvious necessity of locating plants within walking distance of the residences of employees.

¹A survey by the Los Angeles County Regional Planning Commission, studying the location of living quarters and traveling radii of the employees of ten concerns located in the heart of the region and employing on an average over 1000 people, has shown that less than 37 per cent live within a radius of two miles of the plant, 30 per cent within the next three miles, and 3 per cent farther away than ten miles. Probably the peculiarly widespread distribution of population in Los Angeles partially accounts for such long traveling distances.

As pointed out above, centralization is of great advantage to smaller industries and they therefore tend to congregate. Cities, always eager to attract new industries, have not counteracted this tendency. Recognizing the fact that the scattering of industries throughout the city neither benefits other properties nor makes it possible to provide the best service to manufacturers, they have attempted to direct industries into certain areas, usually not suitable for other uses. Zoning, although negative in attitude toward industry, has thus joined in promoting industry's own tendency to gather in certain areas. On the other hand, modern industry, by the nearly universal use of electric power and by preserving and utilizing energy and products formerly discarded as waste, has become less obnoxious. In this regard, modern plants of the higher elaborative processes differ considerably from their predecessors. Furthermore, industry has recognized the economic value of beautiful buildings and well-maintained surroundings, and in providing them has curbed its deteriorating effect upon adjacent property.

TABLE NO. 2
AREA REQUIREMENTS OF INDUSTRIES

	CHICAGO REGION				LOS ANGELES COUNTY			
	CITY	COOK COUNTY	REST OF REGION	AVERAGE	CITY	INCORPORATED CITIES	UNINCORPORATED DISTRICTS	AVERAGE
ACRES PER INDUSTRY	1.2	2.6	3.0	1.9	.9	3.5	7.2	2.4
ACRES PER 100 EMPLOYEES	1.6	2.1	2.8	1.9	2.6	9.2	25.3	7.1

NOTE

An examination of the figures in this table shows that:

1. The size of the individual plants increases with their distances from the center of the region.
2. The highest number of employees per industry occurs within the belt close to the city.
3. The industries having the largest amount of area per employee locate within the outer ring of the region.

In Los Angeles, which has fewer and also smaller industries than Chicago, the enormous stretches of land taken up by the oil industries employing comparatively few employees lessen the contrast somewhat.

AREA REQUIREMENTS OF INDUSTRIES

The area requirements of industries naturally vary with the locality and also within the different categories of manufacturing establishments. Figures compiled in the Chicago Region and in Los Angeles County, in 1928 and 1932 respectively, are indicative of this fact. (See Table No. 2.) The averages of these figures approximate the requirements usually mentioned of 1000 to 1500 square feet per employee (equal to 2.29 to 3.44 acres per 100 employees). Although these figures serve their purpose in general, specific cases show wide variations, in much the same way as do the relations of wage earners to the total population in different cities.¹

RAILROAD SERVICES IN INDUSTRIAL DISTRICTS

While cities have frequently provided industrial areas, the systematic planning and layout, together with the provision of freight facilities, have usually been left to the railroads. Since the facilities provided by the railroads have become an integral part of the process of production, exercising a certain control over the whole, the railroad problem has to be given some consideration in order to make a discussion of industrial trends complete. It may be noted in passing that in countries where the railroads are under state control, industrial growth is influenced through this means much more easily.

Trunk lines as a rule do not profit from switching movements and therefore are not much interested in providing such services. The few industrial sites along such lines entering any city are indicative of the fact. Furthermore, short-distance shipment over trunk lines often involves complicated movements with attendant delay from several interchanges between different lines. Belt lines, which are primarily switching roads and interchange mediums between trunk-line carriers, are able to handle shipments without delay, and usually only one interchange is necessary in the movement of merchandise out of any particular district. Furthermore,

¹To quote a few characteristic instances: the percentage of the total population represented by wage earners at Rochester, N. Y., is 23; at St. Louis, Mo., 12.8; at New York City, 9.2; and at Washington, D. C., only 2 per cent.

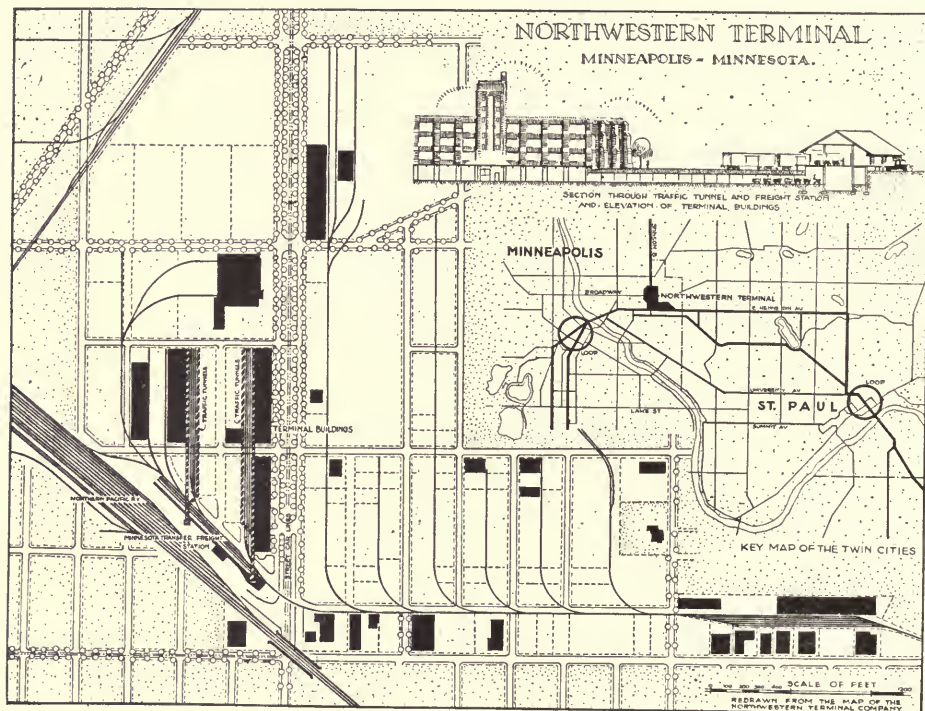
they are able to handle local movements between industries in the same city, if these are large enough to need rail haul and cannot be more easily handled by truck. For the handling of l. c. l. freight, they have established universal freight stations where shipments are received and, after being sorted as to routing, are made up in cars for the various trunk lines and delivered to them. Extensive trucking services for collecting l. c. l. freight to concentrating points over large areas have often been established by the railroads themselves.

Within the industrial districts, so-called 24-hour delay services are performed by placing at the shipping platform of an industry which has large amounts of l. c. l. freight, empty cars into which outgoing shipments may be loaded without regard to their classification, destination, or routing. On scheduled time these cars are pulled into the freight station for further handling. The development of universal freight stations providing such services or collecting l. c. l. shipment containers from the shipping platforms of industries eliminates for those located upon the rails of the belt lines the high cost of trucking l. c. l. shipments of merchandise to local freight depots, and does away with the wear and tear occasioned by trucking. The additional cost of such a highly developed industrial site is a relatively small item in proportion to the entire investment and is soon outweighed by savings in the cost of distribution.¹

Usually the belt-line railways are owned and operated by one or a group of trunk-line carriers and do not levy extra charges on long-distance shipments. The land located on and owned by belt lines is frequently developed by them through subsidiary land companies. At Chicago, where thirty-nine trunk lines terminate (none of them going through) and where therefore a great amount of interchange results, ten belt-line railways and several large industrial districts developed by them have been in successful operation.

¹The Standard Sanitary Manufacturing Company gave up an unexpired lease of twelve years at \$26,400 per year to move into one of the Chicago manufacturing districts and saved in cost of distribution an amount equal to the rent they had to keep on paying, until the property was sublet two years later. In another instance, the Coleman Lamp Company of Wichita moved from the west side of Chicago into the same district and saved in trucking cost alone, an amount equal to their annual rent of \$10,000.

In addition to railroad facilities many of the industrial districts provide extensive drayage service with trucks owned by the terminal company. At the Northwestern Terminal¹ in Minneapolis in- and out-going l. c. l. shipments are conveyed to the tenants through a ten-foot tunnel which connects the terminal



buildings with the joint freight station of the Minnesota Transfer Company. Parcel post or l. c. l. freight is loaded on miniature trucks in the shipping room of each tenant, placed on the elevator, and dispatched to the tunnel. An electric tractor, collecting these small trucks at the elevator doors, hauls them to the head house, where the goods are classified and put directly into the proper

¹The Northwestern Terminal Company is owned by over three hundred business men of Minneapolis, interested in bringing industry into the city. Floor space is made available in buildings for joint use or buildings for private occupancy, and new buildings are constructed on a lease or purchase plan, financial arrangements being made by the Terminal Company. All construction is restricted so as to assure a permanently attractive and serviceable industrial development. Stinson Boulevard, 200 feet wide, passes through the district. A 20-foot building setback is required on all streets and a right of way is reserved in front of each property for the extension of the service tunnel.

freight car or consigned to the parcel mail station, thereby eliminating rehandling and delay.

PLANNING OF INDUSTRIAL DISTRICTS

Manufacturing districts have several typical features in common. They provide all municipal conveniences, street improvements, and fire and police protection. They are usually located either in the less developed parts of the city or oftentimes outside the city limits, within easy trucking distance, combining the advantages of cheaper but quicker transportation, less investment in land, and freedom from city congestion, as well as avoiding burdensome taxes. Their location upon through trucking routes and principal thoroughfares is important, so that they may be in easy connection with the city, business district, and residential areas. Residence districts are oftentimes provided in the near vicinity. These manufacturing districts are usually privately laid out and maintained. In the more recently developed districts a certain amount of architectural control is exercised and only non-obnoxious industries are admitted. The older districts show a less systematic layout due to the fact that industry accumulated in one area which was marketed for this purpose, and street and rail connections were provided only as they became necessary. The more modern examples are carefully planned prior to their opening.

The type of plan which occurs most frequently is the gridiron system, with blocks of a standard size although varying in different instances, with streets 60 feet wide and lead tracks and sidings through a lane in the center of each block. If a single lead track is provided with a right of way of 16 feet or sometimes 17 feet, and if 13 feet 6 inches are provided for each of the two sidings, a total of 43 feet is required. Where the property is further subdivided into lots, they are made at least 45 feet wide in order to accommodate one freight car. The lot depth usually varies, 135 feet being recognized as a desirable minimum. Where blocks are long and divided into larger lots, alleys across the blocks are common to make possible off-street truck loading.

Sidings are usually branched off the lead track at the end of one block and terminate at the end of the next. With the usual

TABLE NO. 3

COMPARISON OF INDUSTRIAL DISTRICTS

INDUSTRIAL DISTRICTS	AVERAGE BLOCK SIZE BETWEEN PROPERTY LINES (IN FEET)	STREET WIDTH (IN FEET) ¹	WIDTH OF RAILROAD CENTER LANE INCLUDING COMMON SID- INGS (IN FEET)	WIDTH OF CROSS ALLEYS ¹ (IN FEET)	AVERAGE LOT DEPTH (IN FEET)	PERCENTAGE OF TOTAL AREA DEVOTED TO		STREET FRONT- AGE (RUNNING FEET PER 1000 SQUARE FEET OF FACTORY LAND)
						STREETS AND RAIL- ROADS	FACTORY LAND	
CHICAGO, CENTRAL MANU- FACTURING DISTRICT. CRAW- FORD AVENUE DEVELOPMENT	287 x 1268.6	66	44	30	143.5	38.22	61.78	10.69
CHICAGO, CENTRAL MANU- FACTURING DISTRICT. KED- ZIE DEVELOPMENT.....	380 x 940	60	27 (3 across block)	30	380	32.47	67.53	6.29
CLEARING INDUSTRIAL DIS- TRICT, ILL.....	1270 x 1330	50 80	17 30 70	—	—	15.87	84.13	2.72
DECATUR, ILL.	460 x 800	60	45	—	207.5	25.82	74.18	7.01
FAIRFAX INDUSTRIAL DIS- TRICT, KAN.	300 x 1200	60	43	—	123.5	32.01	67.99	9.73
KANSAS CITY, Mo. WOOD- WEATHER INDUSTRIAL DIS- TRICT	323 x 690	60	43	—	140	32.74	67.26	10.48
LOS ANGELES, CENTRAL MANU- UFACTURING DISTRICT	257 x 930	60	44	—	107.5	36.88	63.12	11.98
NORTH KANSAS CITY, Mo.	300 x 490	60	40	—	130	35.66	64.34	12.40

¹There are normally two cross alleys in each block.

radius of curvature this leaves the first lot in the block for some distance without a parallel siding, because not until after a distance of 125 feet does the operation on the switch track clear that on the lead track. Curving tracks need to be kept within a maximum curve of 20 degrees (288-foot radius) or sometimes 19 degrees (323-foot radius) for the operation of regular engines. To avoid complications at the cross-street intersections, tracks are usually kept at the ground level, thus necessitating the raising of the ground floor of the building or at least of the shipping platform (commonly 8 feet wide) to car-floor level, 3 feet 8 inches above the rail. Very rarely tracks are depressed so as to lower the car-floor level to the ground, because a horizontal distance of 200 feet at maximum grade and vertical curvature is required to reach the desired level, and street intersections are usually not far enough apart to make this practicable. A layout of narrow and shallow blocks presents a certain lack of economy and consequent unnecessary frontage and unnecessary length of utilities installed. (See Table No. 3.) There is not room enough for larger buildings on one lot so they have to be fitted into parcels which have their long axes parallel to the street instead of at right angles to it.

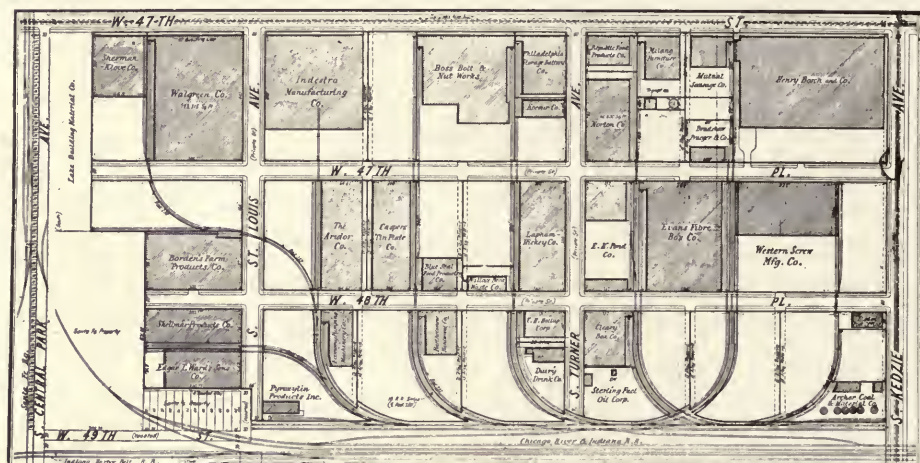
EXAMPLES OF PLANNED INDUSTRIAL DISTRICTS

Most industrial districts, in so far as they have been able to break away from their original layouts, have recently left larger plots of their area unsubdivided in order to be able to accommodate larger industries. This can be observed in the North Kansas City, Mo., Industrial District¹ as well as in the replanning for the Fairfax Industrial District in Kansas.² In the later developments of the Chicago Central Manufacturing District a greater block depth

¹North Kansas City, Mo., developed by Armour, Swift, and the Burlington Railroad through the medium of the North Kansas City Development Company and the Union Depot Bridge and Terminal Railroad Company, comprises 3000 acres of land incorporated as a town. North of the industrial district, which extends over low-level grounds protected by dykes against river floods, large parts are reserved and developed as residence districts with a retail business center. The area is within easy reach of the Kansas City, Mo., business district, to which it is connected by the Union Depot Bridge. The eastern part of the district has been sold to the city for a municipal airfield.

²The Fairfax Industrial District is being developed by the Union Pacific Railroad, adjacent to the city of Kansas City, Kan. Large tracts of the district are occupied by oil industries. Its airport ranks among the finest.

has been provided from the beginning.¹ At the Kedzie development switch tracks are introduced crossing the blocks, together with alleys for off-street truck loading. The Pershing Road development, which comprises mostly warehouses and storage houses, has one of the best equipped freight stations. All industries in the district are connected with this universal freight station by an

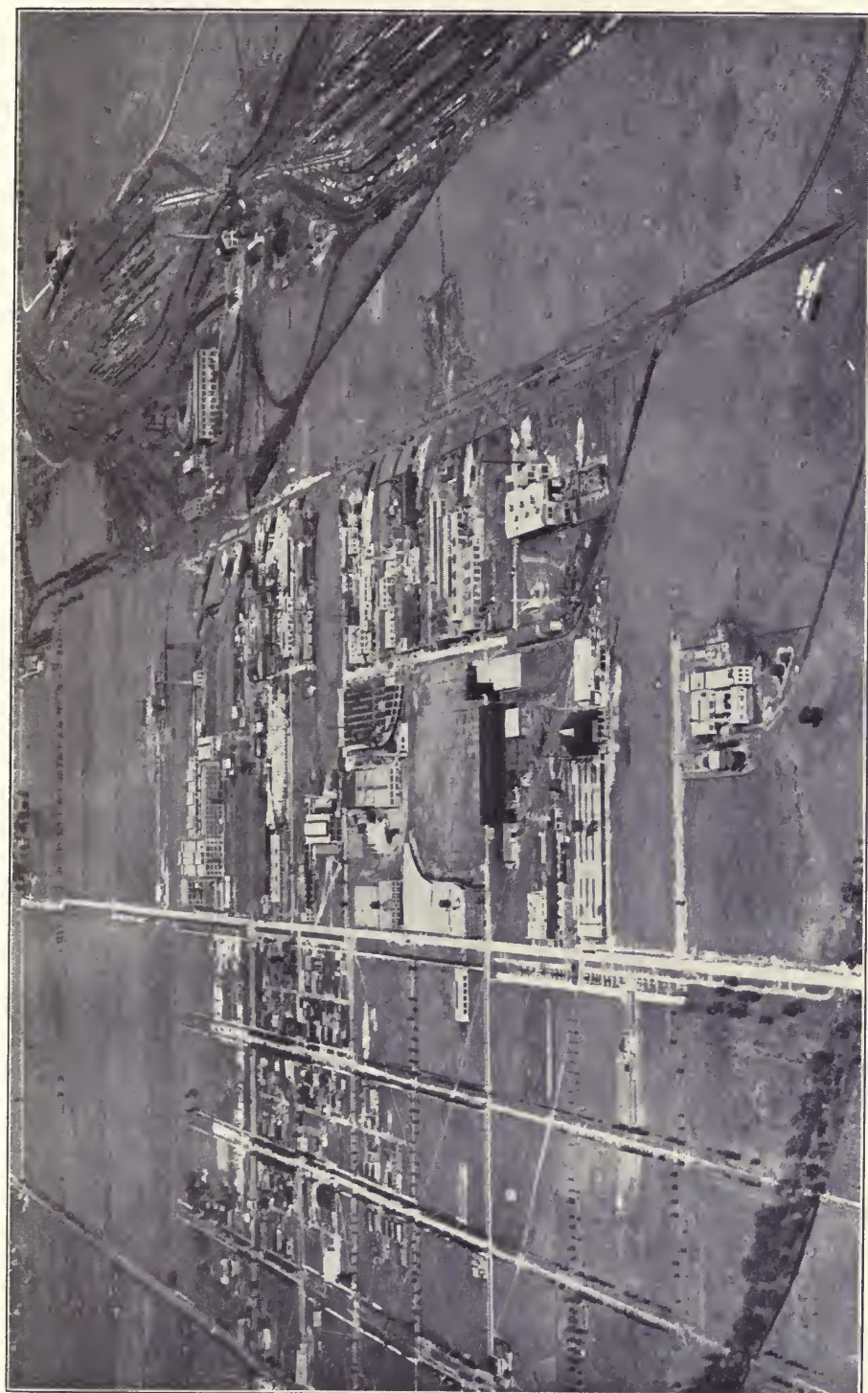


Chicago Central Manufacturing District—Kedzie Development

underground traffic way over which shipments are brought by tractor trains directly into the freight station, where they are sorted and shipped, in a manner similar to that described for the Northwestern Terminal of Minneapolis.

The most modern layout of all, the Chicago Clearing Industrial District, provides super-blocks of 40 acres each, on three sides bounded by streets and on the fourth by the classification yard of the Belt Railway of Chicago. From this side, lead tracks bisect each super-block diagonally, switches and sidings being branched off at 45 degrees, wherever needed, thereby resulting in small frontage for each property and relatively large depth. This tends to locate the larger industries requiring more railroad service

¹The Central Manufacturing District Company of Chicago has several large tracts near the geographical center of the city. These districts comprise a group of 250 associated industries served by the Chicago Junction Railway, which connects with most of the 39 railroads terminating in Chicago. L. c. l. service was here first developed, about 30 years ago.



Courtesy of Chicago Transfer and Clearing Company

Photograph by Aerial Photographic Service, Inc.

CHICAGO CLEARING INDUSTRIAL DISTRICT

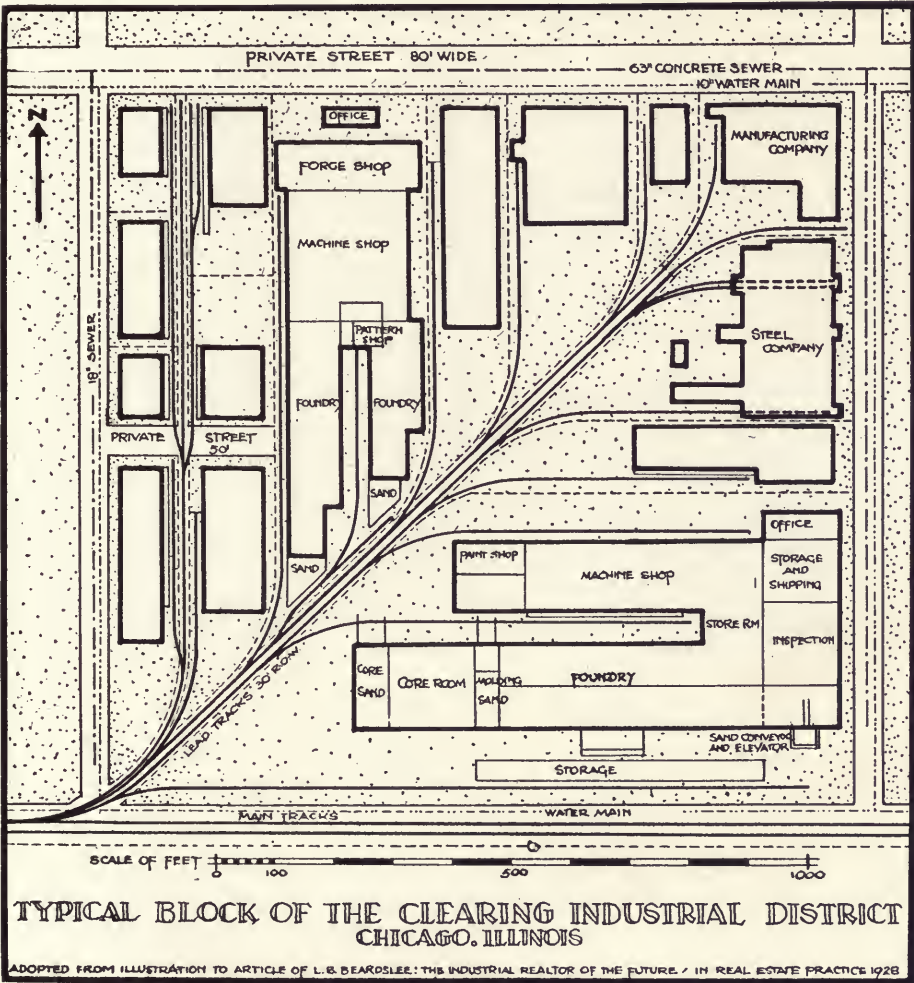
closest to the yards, leaving the smaller properties toward the far end of the diagonal. Short dead-end streets give access to interior lots if required. This serving of the area in a diagonal manner provides railroad accessibility to all parts of the area and gives the greatest capacity of switch track with the least area of ground. It also permits subdivision of the property into parcels of practically any size needed.

The economy of the diagonal over the gridiron system becomes particularly obvious in comparing in the two cases the area required for an industrial building with tracks on each of its long sides, as is desirable in many production processes. In a block system of the ordinary gridiron type the amount of area used to accommodate the off-branching sidings from the switch point to the end of the reversed curve is more than double the land necessary in the diagonal system. Furthermore, where one of the sidings cuts across the lot, the land with its street frontage and utilities is rendered practically useless for further expansion.

There are many opportunities for the unified design and good appearance of the district. Setback restrictions can be enforced, and are made effective at the Chicago Clearing Industrial District. Here the front yards are well maintained, creating a pleasant and clean aspect. Other districts, notably the Northwestern Terminal at Minneapolis, also present a good appearance.

The buildings erected in the districts, although adapted in each case to the needs of the industry, are mostly of standard layout. While the single-story type is predominant, some production processes, being vertically routed, require multi-story buildings. Where materials are readily unloaded and conveyed to storage at the highest point by mechanical means and where the process can be arranged to start on the top floor, progressing by gravity through succeeding stages to final operation on the first floor, and there ending in packing and shipping, vertical routing is more practicable. Horizontal routing is best for operations where uniform lighting and accessibility are very important, such as in machine work and in furniture and textile manufacturing. For general purposes, a rectangular one-story building with north light through a saw-tooth roof seems to combine more advantages than any other

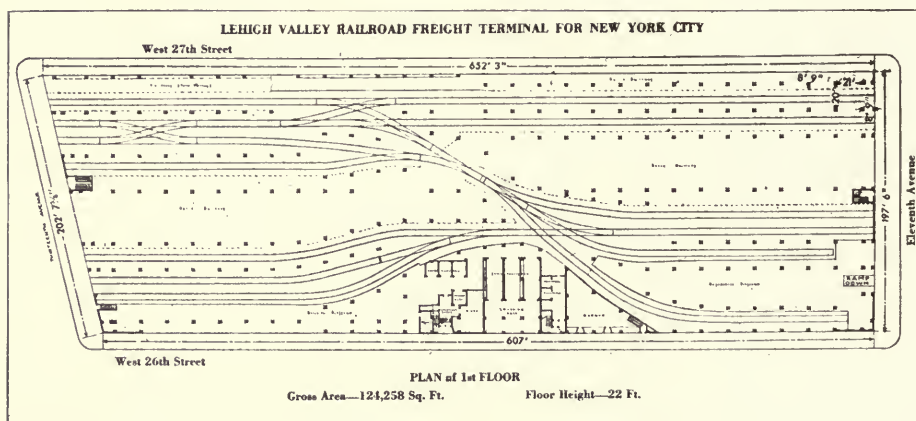
type of building. Units of a plant should be planned so that they can be expanded without interference with the arrangement first adopted.¹



However, within the large city, where it is not possible for obvious economic reasons to provide such ideal layout of one-story single-tenant factories lining a fully equipped street and where,

¹"Modern Practice in Location Layout and Design." By Charles P. Wood. *Chemical and Metallurgical Engineering*, Sept. 1928, pp. 528-30.

in order to obtain other conveniences, certain industries still prefer to locate, attempts have been made to provide all the attractions that a terminal district can offer in one multi-story terminal building. Converting horizontal into vertical transportation, the idea of the vertical street has evolved, in which all utilities are provided and through which trucks via large elevators are delivered at the tenants' doors. The first building of this kind was the New York Dock Trade Facility Building in Brooklyn in 1928, offering



Courtesy of D. R. Crottsley

a floor space of 800,000 square feet. The recently completed Starrett-Lehigh Building is based upon the same principle. With its nineteen stories it covers the Manhattan yards of the Lehigh Valley Railway, remodeled into modern yards with all facilities for receipt and dispatch of carload and l. c. l. freight. Trucks entering the building from Twenty-seventh Street, underpass the railroad tracks to the fifteen-ton elevators on the Twenty-sixth Street side, which take them to their destined floor. Here they are backed into pits, some of which can accommodate nine trucks at a time, and are unloaded and loaded. Descending, the truck leaves the building at Twenty-sixth Street without being turned around. Electric trucks, entering the freight cars on the platform adjacent to the elevators, deliver freight via smaller elevators directly to the tenants' floors. The building contains 1,800,000 square feet of floor space available for manufacturing; and in the

lower six stories a length of over 600 feet straight-line production can be accommodated.¹

Although it can safely be said that most of the manufacturing industry depends upon rail facilities, light industry resorting to truck transportation has always been free to locate where it found other attractions. A survey of the location of new industries at



Courtesy of D. R. Crottsley

Starrett-Lehigh Building

St. Louis, carried on each year since 1913, shows that about 62 per cent of the total number of new industries have located without reference to railroads. Most of these, however, are smaller service industries which follow the consumer instead of congregating in the fashion of other industries.

RECENTRALIZATION POSSIBILITIES

This tendency of industries to congregate does not represent a centralizing trend in itself. It appears that the flocking of population in great masses was at least partly the result of a misconception of industrial opportunities, and as a consequence has

¹"Factory of 19 Stories Over Railroad Yard." *Engineering News-Record*, July 7, 1932, pp. 1-4.

carried along industry in the attempt to serve most easily the concentrated population. If it is ever possible to adjust production to actual wants, to give employment to the greatest number of people, and at the same time to establish them where they can more successfully weather the crises that apparently are recurrent in the set-up of our present economic system, industry will not be a hindrance. But, in planning for a new social pattern of population around industry as a skeleton, it appears necessary first to plan for the largest possible distribution of industry with due regard to industry's own tendencies. As long as the public policies toward private land and profits remain essentially unchanged, experiments in recentralization to create smaller centers in semi-urban surroundings appear as valuable accomplishments provided that, under the incentive of private profits, through coöperation and coördination of industries, the factors of cost of production have been successfully worked out. Among these factors is the provision of wholesome social and living conditions.

Mr. Henry Ford's experiments in locating factories making motor parts in the smaller towns of Michigan, and his plans for a further and much wider distribution of his production units, together with the examples of many other industries which, requiring the advantages of the larger city for certain phases of their operations, are profitably locating portions of their productive operations in rural communities and suburbs surrounding the large city, probably are indicative of a trend. These instances can well be cited as arguments for the rehabilitation of the working population on part-time farms. A successful rehabilitation in new community nuclei of this kind, with families deriving cash income from employment in industrial centers in normal times, depends largely upon and may bring about a wider distribution of industry. However, this new form of community growth also will present nothing else but a more widespread form of accretion, unless industry itself abandons its centralizing tendencies, in recognition of their harmful results and the eventual throw-back it receives from neglecting to consider effects, and assumes its proper responsibilities for social and economic well-being, not alone for the common good but for its own security.

TRENDS IN PRESENT-DAY CITY AND REGIONAL PLANNING IN THE UNITED STATES, 1932

By HAROLD S. BUTTENHEIM

Editor, *The American City*

BEFORE undertaking to discuss the trends of a year which for many city planners was the most discouraging they have known, your historian ventures boldly into the realm of prophecy. Here is his prediction: The era of reckless expansion of competitive facilities for manufacture and trade, which was a major cause of the present depression, will be succeeded by an era of rational expansion of public works and of city rebuilding, which will be major factors in future prosperity. This will mean for architects, engineers, and planning consultants opportunities for greater public service and greater private rewards than they have ever enjoyed.

Those idealists who embrace city planning primarily as an *esthetic* force may deplore this emphasis on city planning as an *economic* force. But if the present unhappy state of our nation and world can teach us anything, one outstanding lesson will be the present-day dependence of esthetics on economics. Mere wealth, of course, will not bring planned cities and a planned society; but our leaders in government and business are gradually learning the wholesome lesson that without planned cities and a planned society mere wealth can scarcely even exist in this modern world.

A year ago my review of planning trends was aided greatly by replies which certain organizers or consultants in the field of city and regional planning and housing were good enough to make to two questions which I propounded to them. This year I have put the same questions to six others. Each was asked to state what he considers to be (1) the most hopeful trend, and (2) the trend most needing correction, in the present-day planning and development of American cities. Here are the replies arranged in order of brevity:

From ERNEST P. GOODRICH, *Consulting Engineer, New York*:

1. The most hopeful trend is that planning in 1932 was based more on sound engineering economics than on architectural or landscape theories.

2. The trend most needing correction is the making of plans without proper consideration of probable stabilization of population and of all which that fact comprehends.

From FLAVEL SHURTLEFF, *Secretary, National Conference on City Planning*:

If I were overwhelmed with honesty, I would say that the only indisputable trend in planning in 1932 had been its putting up a fight for its life.

From all I have heard, planning has been on the defensive,—where it has had any support at all during the last year,—in all but a very few cities in the country, and even in those there has been no very definite trend.

If we follow the talk and study the papers of the planners themselves, there is some evidence of a trend toward linking planning more closely with public administration as a vital measure of economy. I think, too, there might be some agreement among planners that 1932 showed a trend toward larger-unit planning, that is, county, regional, or state. I am not sure that the planners would argue for larger-unit planning on any ground other than the technical one of more logical procedure or better design, but there is the sound argument for regional or county planning that it has a continuously stimulating effect on local planning programs.

From CAREY H. BROWN, Executive Director, Rochester (N. Y.) Civic Improvement Association:

1. The most hopeful trend in present-day city planning, to my mind, is the development of the comprehensiveness of city planning practice. It is becoming more generally recognized that a plan cannot "speak for itself" in a voice loud enough to be adequately heard, and that more attention must be given to the development of proper legislation, competent administration, public understanding, and financial surveys and work programs. Survival during the present crisis in public finance demands more than paper plans and statistical data. Some sacrifices are involved in this "survival of the fittest," but the result should be beneficial to planning procedure.

2. The *condition* most needing correction (and even in this case I believe the *trend* is hopeful) is the inability of cities, for legal and financial reasons, to accomplish even such planned improvements as are generally recognized as essential from the community point of view. Exercise of the police power and of the power of eminent domain is too often to the advantage of the few and to the disadvantage of the many. Speculative land values, unsound assessments, faulty condemnation procedure, and inadequate zoning are factors in this problem. I do not agree with those who class our existing cities as hopeless, but new methods of *salvage* must be developed if these cities are to reach or retain proper standards as places wherein to live and work.

From JOHN IHLDER, Executive Director, Pittsburgh Housing Association and Boston Housing Association:

1. The most hopeful current trend is that toward a reconstruction of our blighted or slum areas. The crippling weight of these areas of liability has caused us to think and to talk about them so much that at last we are *beginning* to develop a constructive policy for dealing with them. Of course there are several reasons why these areas are now becoming a crippling liability. The decreased rate of population growth, the increased urban areas that are becoming accessible and available for building, and the consequent shift of population from the less desirable to the more desirable areas are making unprofitable, even to owners, the old congested sections with their obsolete and often dilapidated, gloomy, and insanitary buildings.

2. The current trend most needing correction is the blind and unreasoning effort to curtail all expenditures. The long continuance of the depression has cut down most individual incomes and so produced a dearth psychology. There are, however, groups whose incomes as yet have been little affected but

who make a virtue out of undue thrift, who wear clothes for twice their allotted period while the textile mills are shut down for lack of orders. Our difficulty is due not to dearth but to lack of balance between production and purchasing power. Yet we seek a remedy by further reducing purchasing power.

The most effective correction in 1933 would, I believe, come from definite planning for construction that will necessitate expenditure. The reconstruction of our slum areas throughout the country in such a way that they will become assets instead of liabilities, in such a way that they will cost less for maintenance and be more efficient for the uses to which they are put, would be one of the most effective ways of priming the economic pump and making the stream flow once more. A prerequisite is planning in order that we shall not make foolish and costly blunders. And this means present adequate expenditure for those agencies, official and non-official, qualified to do the planning.

From JOHN NOLEN, President, International Federation for Housing and Town Planning:

1. The most hopeful trend of 1932 city planning in the United States is a wider recognition that satisfactory accomplishment in this field depends upon a better coördination of the individuals or groups who represent the best that is known and applied, with the groups who have the power to form public opinion and to execute plans. In the first group are the engineers, landscape architects, architects, lawyers, sociologists, economists, and specialized city planners; and in the other group, those charged with the making of public opinion and with public administration in its various forms. One of these groups is not enough. Technical knowledge and experience, citizen approval, power to execute,—these forces, singly ineffective, are in combination irresistible.

As examples of recent advance in coördination, citation can be made of (a) the President's Conference on Home Building and Home Ownership; (b) the public works and housing program of the Reconstruction Finance Corporation; (c) the various stabilization boards; and (d) 1932 progress of the regional planning organizations in New York, Philadelphia, Washington, Chicago, Los Angeles, and so forth.

2. The current trend of city planning in the United States most needing correction is the wrong classification of city planning as just another department or division of municipal government, with functions similar in character to the normal routine departments, such as the fire, police, recreation, or school departments. City planning is not a department of municipal government in this sense at all. It is a coördinating agency for planning public improvements, organized in a different spirit altogether, and related to practically all municipal departments. Its functions are either to bring better results for the same money, or the same results for less money,—or both. It exists, therefore, for the purposes either of excellence or economy, or a mixture of these two purposes.

This unfortunate trend needs to be corrected at the present time,—first, because it is setting back the application of the better methods of planning and developing cities that have made considerable headway during the last twenty-five years, and secondly, because it is defeating one of the most neces-

sary objectives of the administration of city government at all times and an imperative necessity during a depression, namely, the reduction of unnecessary waste and the practice of true and permanent economy.

Many examples could be given of (a) cities which have recently abolished their city planning and zoning commissions, or have reduced their efficiency through inadequate appropriations or changes in the staff; (b) the increased elimination of the specially qualified city planning employee; and (c) the execution of an increased amount of unplanned or poorly planned public work, or the execution of projects not well related to other projects to which they should have been related.

From GEORGE McANENY, President, Regional Plan Association, New York:

1. Certainly one of the most hopeful trends in city planning during 1932 has been, in my judgment, the growing understanding, on the part of governmental officials and private citizens alike, of the importance of thorough-going and farseeing planning as a means of promoting greater public economy. Coincidentally, there has been a notable growth in the disposition of the spending authorities of the cities to establish capital outlay budgets, anticipating, in each year, the need of the community for public improvements involving the issue of long-term bonds or other municipal securities, and for the regulation of such expenditure according to the general feasibility, and priority of need, of the improvements themselves,—all of this based, in turn, upon the development of master-plan control.

Heretofore a capital outlay budget has been regarded rather generally as merely a limitation of the public funds considered possibly available. With broadly decreasing tax receipts, however, has come a realization that the policy of the ordinary city is essentially identical with the sort of policy that is enforced by circumstance upon private corporations, and even upon individuals; namely, that limited funds make imperative a scheduling of the manner in which such funds may be spent to the greatest advantage. The fact that for cities such a process involves not only a capital-budget system, but one based upon a well-conceived plan of orderly development, is being driven home with constantly greater force.

Another hopeful trend that we have observed, particularly in the New York Region, is the realization on the part of hundreds of influential citizens that they are able, though serving in private relationships, to take an active part in planning programs through unofficial organization. City planning is, in short, being brought progressively within the vision and understanding of home owners and others who have come to regard the community, and not a single building or group of buildings, as their home. We have, as I have said, received ample evidence of this trend in our work among the local planning councils throughout the New York Region, working programs for which have been carefully prepared.

2. In my judgment, the current trend most needing correction comes, in a sense, under the same general heading. While a host of communities are realizing the worth of planning as a means not only of better physical and social development, but as a substantial aid to public economy, it must be admitted that some other communities have been getting the inverse idea. In many instances, the relatively slight appropriations required to support city planning have been challenged, and such appropriations either cut out or curtailed in the making of annual municipal budgets. Here it is argued

that during a season of depression actual outlays for public improvements necessarily are decreased, and that, therefore, the need for planning such improvements also disappears or is minimized. Too many people lose sight of the fact that a "lull" period in actual spending often offers the best time of all for conservative and deliberate planning ahead, in anticipation of the time when the ability of the cities to spend, or at least to spend wisely, shall have returned. In the rush for municipal economy, the jettisoning of city planning commissions must be prevented by continuing public explanation of the general economy of spending, in which, as we all know, the costs of administration are merely a drop in the bucket compared with the saving for future generations.

CONTRACTED ACTIVITY—EXPANDED OUTLOOK

If the chronicler were to attempt to summarize in a few words the trend of the six statements just quoted, he might point out that they testify to a disappointing deflation during 1932 in financial support and physical achievement, and to hopeful expansion in the mental outlook for future service of the city and regional planning profession. The planner is, perforce, achieving his destiny by becoming an economist and political scientist.

As statistical evidence to reinforce our common knowledge of the recent shrinkage in physical achievement, figures for the states east of the Rocky Mountains compiled by Thomas S. Holden, Vice President of the F. W. Dodge Corporation, of New York, are significant. As announced by the New York Building Congress on January 12, 1933, this compilation shows a decrease in these thirty-seven states for 1932 as compared with 1931, of 41 per cent in the volume of new public-works construction contracts; and an even greater decrease—61 per cent—in such contracts in the metropolitan area of New York. "This indicates," as the report well says, "that the use of public works as a means of arresting the effects of the depression has not been tried."

But in my opening prophecy I predicted widespread expansion of public works and of city rebuilding as major factors in future prosperity. Why this optimism? Perhaps an answer to that question may merit some of the time and space which in a more normal year would be devoted in this discussion to more conventional city planning trends.

We have had during 1932 in the United States two schools of thought. The first, the school of the embattled taxpayers and economy leagues, has given widespread popularity to the amazing doctrine that a depression which persists because we are spending too little can be cured by spending even less. Support or prestige has been accorded to many of these organizations by more or less eminent citizens whose pocket-book nerves appear to lie very close to the surface. But their doctrines are too often formulated or enunciated—to quote the recent picturesque language of Virgil Jordan, now President of the National Industrial Conference Board—by "the whirling dervishes of defla-

tion and the experts of the castor oil school of economics." With "this sort of fiscal tail chasing going on with ever increasing frenzy all over the country to-day," Dr. Jordan fears that:

We must continue involving ourselves in this vicious circle of inconsistencies, imbecilities, and insincerities until common sense and candor come back into American business thinking, unless chaos catches us first.

Ultimately, I hope there will be a return of reason and sanity which will show us once more the real significance of public spending for the stability of our economic system, and teach us the true meaning of economy and efficiency in public business, at least as well as we have learned it in private business, where we now know that wise spending is the secret of steady prosperity.

The other school of economics—the one which is trying to teach this real significance of public spending, based on wise planning, for the stability of our economic system—has as yet achieved little publicity in the newspapers or magazines or on the radio. But the heaven is surely working. It germinates in such persuasive pamphleteering as that of David Cushman Coyle, of New York; of Guy Mallon, of Cincinnati; and of the Barradas League of California. It rises on such conservative platforms as those of the American Academy of Political and Social Science in Philadelphia and of the New York University Conference on Taxation, Readjustment of Governmental Expenditures, and Problems of Public Credit. It spreads through the columns of liberal weeklies such as *The New Republic*, *The Nation*, and *The World Tomorrow*. It grows luxuriantly in the columns of engineering and architectural journals, and it permeates increasingly the conventions of technical and philosophical societies.

PRIMING THE PUMP WITH A TEASPOON

An event of the year which encouraged for a while the advocates of this constructive school of thought was the adoption by Congress of the Emergency Relief and Construction Act of 1932, under which it was hopefully assumed that the Reconstruction Finance Corporation would make Federal funds available to a total as great as a billion and a half, for the financing of various types of self-liquidating public works and large-scale housing projects. But the strings tied to the law by Congress, and the red tape and glassy eyes contributed by the R. F. C., combined with local doses of budget-slashing dope in many states and cities, have resulted in an almost total deadlock of the available funds. Indeed, under this law enacted last July, there had been actually disbursed up to February 15, 1933, according to the R. F. C.'s own report, nothing for housing and a mere \$18,497,000 for public works,—a little more than one per cent of the \$1,500,000,000 made available under Title II of the Act.

But still I am optimistic. The situation is so serious that public works and city rebuilding *must* be resorted to on a gigantic scale during the years

immediately ahead. The unthinkable alternative is that the American people are to be forced down to a permanently low scale of living, merely because they have attained the constructive skill, but not yet the coöperative skill, for a more abundant life than the world has ever known.

If the cities and states cannot provide the necessary funds for such a program, the Federal Government must loan the money or do the job itself. As David Cushman Coyle said in his recent Academy address:

There is nothing very startling in the idea that there will be needed a program of public projects in order to start the wheels of industry turning nor in the fact that it may be necessary to finance the program by bond issues. The difficulty is most likely to arise when it comes to deciding upon a program large enough to get results. This action is like priming a pump. If it is done on a small scale, it will be like pouring a teaspoonful of water down the pump. The water is lost, and nothing comes back. Small quantities of Federal expenditure, such as those that have been tried so far, serve only to use up Government credit without curing the situation. It is impossible to win a war on a parsimonious basis, and it is equally impossible to win a situation like the present one with a cup of tea and a few biscuits.

In order to make it possible for us to accept an adequate program of advance, it is necessary that we realize the true relation of such a program to the wealth of the nation. If we see a large increase in the national debt and millions of men working on public and semi-public services, it will be an optical illusion that the nation is poor because of the debt. Actually we shall be richer because these and other men, now idle, will be working at building up our national wealth. The bonds will be only a debt between the right-hand and the left-hand pocket. In fact, what will have happened in a case like this is that Federal Reserve bank notes will have been distributed in advance of Federal Government receipts, to those who perform desirable services. This will give them the buying power with which to support American industry and make it prosperous. If after industry becomes prosperous the notes are redeemed by a levy on the higher personal incomes, the circle will have been completed. All that will have happened is that by using credit to overcome the time factor, buying power will have been distributed to consumers, and industry will have been enabled to operate and to produce wealth. . . .

The key to stable prosperity is the continuous distribution of buying power; the key to distribution is the diversion of money from unnecessary capital investment into the market for services; the key to an immediate enlargement of the market for services is the education of public opinion toward an expanded program of public expenditure. The technologists have solved the physical problem of the ages, the problem of production. We have built the house of plenty, and these are the keys to the door.

For those of us optimistic enough to believe that American statesmanship will soon begin to use these keys to the house of plenty, the need is apparent for nation-wide activity in city and regional planning. The danger is that

when huge funds for public works and housing become available, plans will not be ready for their wise expenditure. *Instead of the present folly of reduced appropriations for planning, the times demand actively functioning planning commissions in every city and every populous county in the land;* and the slowly growing movement for state planning needs acceleration also. The great task of the planner during this period of depression is to prepare for good times which are to come, and to help those times to come as speedily as possible.

THE LAND-PLANNING MOVEMENT

A hopeful trend in the last mentioned direction is the land-planning movement, which to some extent seems to have been gaining headway since the autumn of 1931 almost independently of the organized city planning movement. In November of that year a national conference on land utilization was held in Chicago at the call of the Secretary of Agriculture, Arthur M. Hyde, in conjunction with the Association of Land Grant Colleges and Universities. About 300 persons were in attendance, widely representative of various organizations interested in land and rural problems.

As a result of this Chicago meeting, two national committees were organized: (1) the National Land-Use Planning Committee, with representatives from the several departments of the Federal Government concerned with land economics, together with representatives of the Association of Land Grant Colleges and Universities from various sections of the country; and (2) the National Advisory and Legislative Committee on Land Use, comprising representatives of twelve non-governmental national organizations interested in land utilization and agricultural policies. Strangely enough, such organizations as the National Conference on City Planning, American Society of Landscape Architects, American Society of Civil Engineers, and National Recreation Association do not appear in the official list of cooperating organizations as issued on October 1, 1932. As indicating, however, a recognition by these land-use committees of the importance of regional and local planning, the following paragraphs from the October first statement of Organization and Objectives deserve special consideration by planning organizations not yet officially allied with this movement:

Broadly defined, land utilization is the science and art of achieving the most effective use of land. In the formulation of a national land utilization program effective use must be consistent with public welfare. In large measure this may be consistent also with private advantage, but where the two interests conflict the public interest must be paramount, so far as consistent with safeguarding the constitutional rights of the individual.

The concept of efficient utilization includes the concept of conservation of natural resources. The emphasis in land utilization is on the mode of use and the essential adjustments involved; but the conservation

of soil fertility, timber, water, wild life, recreational, and scenic resources is a basic consideration in the determination of effective present use. In the long run the determination of most effective use becomes a matter of regional or local planning which will take account of important public considerations and necessary adjustments. Such planning, however, implies a preliminary clarification of public objectives and a formulation of policies. . . .

The broad vision of some of the leaders in this land-use movement was evident in several of the addresses delivered at the New Jersey Land Use Conference, held at Rutgers University, New Brunswick, on December 21, 1932. Pointing out, for example, the startling contrasts of population density in New Jersey, ranging from 52 persons per square mile in Ocean County to more than 16,000 persons per square mile in Hudson County, Jacob G. Lipman, Dean and Director of the Agricultural Experiment Station of the State of New Jersey, said:

Think of 16,000 people crowded together on an area represented by two or three good sized farms. Consider the problems of food supplies, of potable water, of sewage disposal, of schooling, of sanitation, of streets and playgrounds, and of dealing with crime and delinquency. And as we think of these, we may feel a quickened sense of responsibility. We can, if we will, redistribute our population. We could provide more light and sunshine for each. We could set aside more than half of the area of New Jersey for forests, for game preserves and wild life sanctuaries, for parks and playgrounds, for lakes and ponds, and still have left over nearly one half acre for each man, woman, and child. We could paint real landscapes with trees, shrubs, flowers, and grass. These vistas would bring to us the peace and satisfaction that nature alone can give. We could make out of our highways long aisles of trees meeting overhead. We could bring back the stillness and mystery of woodland, the great variety of wild flowers, the song of birds, and the clear sparkle of unpolluted stream and lake.

It is to be hoped that some historian of the trends of 1933 will be able to report a year hence a much closer correlation than now exists between the land-use and the city planning movements. An important contribution toward such possible correlation was the publication during 1932 of the fourth volume of the Harvard City Planning Studies, Harland Bartholomew's excellent book on "Urban Land Uses." There was also much of value in the discussions by Robert Whitten, Jacob L. Crane, Jr., Coleman Woodbury, Tracy B. Augur, and others, on Land Policies for City Building, at the annual meeting of the American City Planning Institute last November.

OUR DECREASING POPULATION GROWTH

A trend which has been accentuated and more generally recognized in 1932 but which, as Mr. Goodrich states, is not yet given proper consideration,

is the probable stabilization of population in the United States within the next few decades. The Metropolitan Life Insurance Company, in its Statistical Bulletin for September, 1932, points out that:

The census of 1930 seems destined to mark an epoch in the biological history of our population. We have now reached the point at which the reproductive function barely balances the mortality.

Various figures are given, based on the 1930 census and on the Metropolitan's subsequent experience, and the statement concludes with the observation that:

This computation confirms our conclusion, recorded elsewhere, that the population of the United States is rapidly approaching its maximum, which we estimated at about 150 millions, to be reached about the year 1970.

But if, as seems likely, we are approaching a stabilization of the population of the United States as a whole, this is quite certain to be accompanied by much shifting of the population, with resultant gains in some cities and regions and losses in others. In the New York area, for example, the Regional Plan Association in its Information Bulletin No. 7 (March 28, 1932) makes new forecasts of the population of the several boroughs of the City of New York and of other counties in the Region for 1940, 1950, 1960, and 1965, but retains its previously estimated total of 21,000,000 for the Region as a whole in the last mentioned year, as against the actual 1930 population for the same area of 11,458,000. If any such growth should materialize, and if the Metropolitan Life's predictions should also prove true, this would mean that the New York Region, with a present population of somewhat less than one-tenth of that of the United States, will absorb between now and 1965 about one-third of the total population growth of the country. The Regional Plan Bulletin shows that the most impressive feature of the recent growth of population in the New York area has been its tendency to spread itself outward, and it points out that:

If the Regional Survey and Plan have made anything clear, it is that such a trend is desirable. At the same time, the greater the disposition of the population to spread, the greater the need for planning. The movement has the effect of leaving slum areas in a condition in which replanning and reconstruction become more practical, and simultaneously causing increased demands for more transit facilities in the environs and more subdivision of acreage land. However desirable the spread of population may be in itself, it will not be a permanent benefit if the movement is not preceded by planning of the new areas to which it moves. The extensive planning of the Region must be followed by the intensive planning of the counties, the cities, the towns and villages.

An important addition during 1932 to definite knowledge on population trends was the publication of the Bureau of the Census report on "Metropolitan Districts," containing maps and statistics in detail for each of 96 districts. It shows that these areas comprise in the aggregate 45 per cent of the total population of the continental United States; that 60 per cent of the population of the districts reside in the central city or cities, while 40 per cent are residents of the suburbs or of the adjacent or neighboring smaller cities included within the district; and that the population of the suburbs and neighboring cities is increasing much faster than that of the central cities, the percentage of increase being 39.2 per cent for the suburbs as against 19.4 per cent in the central cities.

SHALL WE FIND OUR WAY OUT OF THE SLUMS?

The foregoing quotations lead naturally to a necessarily brief discussion of the possible reconstruction of the blighted and slum areas of our American cities, which John Ihlder selected as the most hopeful current trend. A notable forward step—of how great practical value remains to be seen—was taken in the inclusion by Congress in the Emergency Relief and Construction Act of 1932 of a clause authorizing the Reconstruction Finance Corporation to:

Make loans to corporations formed wholly for the purpose of providing housing for families of low income, or for reconstruction of slum areas, which are regulated by state or municipal law as to rents, charges, capital structure, rate of return, and areas and methods of operation, to aid in financing projects undertaken by such corporations which are self-liquidating in character.

Although this act became legally effective last July, it has as yet been actually effective in the granting of loans only to the extent of tentative approval by the Reconstruction Finance Corporation of one housing project in the Borough of the Bronx, City of New York. Failure as yet finally to approve even this one project has been due to the strenuous opposition of local real estate interests, lending companies, and others, who seem to prefer stagnation to competition. Whether it will be possible in New York and other cities for the advocates of large-scale, low-rent housing projects, with or without slum clearance, to secure R. F. C. funds on liberal terms, and to overcome opposition such as the Bronx project has encountered, time will tell.

One beneficial result has already come from this housing feature of the Emergency Relief and Construction Act. When the law was signed, New York was the only state having legislation under which R. F. C. housing loans could be made. Ohio and Texas have since adopted such laws, and it is believed that other states will do likewise during their 1933 sessions. Valuable suggestions for principles to be embodied in such laws have been made in

recent months by committees of the American Institute of Architects and of the Construction League of the United States; and there has now been published, as a supplement to the February number of the *National Municipal Review*, an exceedingly valuable monograph by Charles S. Ascher, of the Public Administration Clearing House, entitled "Elements of a Low-Cost Housing Law and Its Administration," which it is hoped will be used by every state committee concerned with the drafting of housing legislation.

Fortunately, there is a growing recognition of the fact that good housing requires not only sound and well-designed buildings, but also spacious and well-planned neighborhoods. The Buhl Foundation of Pittsburgh gave impetus to this fundamental city planning trend by making possible the holding in that city of the 1932 National Conference on City Planning, with a program which gave more emphasis to housing than ever before, and with a visit by the delegates to the Foundation's 125-house development at Chatham Village,—a development of which Pittsburgh is justly proud.

Another hopeful housing trend is found in the publications of the year. The eleven volumes containing the reports of the President's Conference on Home Building and Home Ownership have given impetus to a movement of broader scope than the title of the Conference indicates. Not merely home building and home ownership in the traditional, individualistic sense, but large-scale operations, blighted areas, site planning, taxation, and many other important subjects are discussed in this eleven-inch shelf of books.

That housing problems and progress have news value, has been proved by *Millar's Housing Letter*, the first weekly issue of which appeared on October fifteenth. And then comes a notable volume, "Housing America," by the Editors of *Fortune*, vigorously scoring the building industry for being ignorant of the situation and not even having satisfied its market of the richest third of the population and not having reached at all the new market for low-cost housing; paying high tribute to the science of city planning in any consideration of the housing problem; and presenting "perhaps the greatest single commercial opportunity of the age," with the ways in which the designs and conceptions of the architects of the new day and the plans and programs of co-operating manufacturers are grasping it. It means something when the editors of a ten-dollar magazine use their sharpest pens to cut deep into the consciousness of those long blind to the indecencies of the housing of the poor.

Housing, the quarterly magazine of the National Housing Association, has continued to appear, with stimulating and provocative articles on American and European housing from the trenchant pen of its editor, Lawrence Veiller, and with other valuable material from numerous contributors.

The leading architectural magazines have devoted more space than ever before to large-scale housing and neighborhood planning, and important articles have appeared in *The Survey*, the *Journal of Land and Public Utility Economics*, the *American Economic Review*, and other periodicals. Finally,

the summary of the findings of the President's Research Committee on Social Trends, released just as the year closed, emphasized the fact that "astonishing contrasts in organization and disorganization are to be found side by side in American life: splendid technical efficiency in some incredible skyscraper and monstrous backwardness in some equally incredible slum."

TO LAY PLANS FOR MORE PLANNING

In these two volumes of "Recent Social Trends," of about 1600 pages, to quote *The Nation's* review:

The report finds that social thinking and planning are our most pressing needs. To deal with surpluses, unemployment, underconsumption, "economic planning is called for." At present, however, "that phrase represents a social need rather than a social capacity." The best that can be done now "is to lay plans for more planning." And pointing to the unity of purpose and coördination achieved in the World War, the report asks: "Is it beyond the range of men's capacity some day to take the enhancement of social welfare as seriously as our generation took the winning of the war?"

A NEW DEAL FOR LEISURE TIME

In the field of public recreation, perhaps the distinctive trend of the year has been the growing certainty that, when our present period of too much enforced leisure shall end, there will be ushered in a permanent era of more widespread voluntary leisure for workers than the world has ever known. In preparation for the richer life which may thus become possible, an interchange of ideas, not only among American communities, but among the various cultures of the world, is highly desirable. An important step in this direction was taken during 1932 in the holding in Los Angeles, under the auspices of the National Recreation Association, of the first World Congress on Recreation.

THE BEGINNING OF ANOTHER AGE OF PERICLES

As a final quotation and an optimistic conclusion to this discussion of trends, here are two paragraphs, author unknown, which I first saw in *The Plan-It*, of Portland, Ore.:

The world-wide depression, coupled as it is with a superabundance of most of the basic raw materials, is beginning to cause men to think. The rapid increase in the amount of space in conservative organs which is being given to discussion of the necessity for some plan of shorter work-days or more luxury consumption, is evidence that the world is about ready to commence an age of vast construction projects fathered in a large measure by the necessity of keeping men at work. . . .

If Pericles and Augustus could build Athens and Rome so lavishly that those cities yet remain objects of awe to an age that has the ability to surpass their efforts a thousand-fold, what could be done in New York or Washington or Chicago? If America once decided to bend her resources of men, machines, and materials towards the raising up of surpassingly beautiful cities, and if the fever of such work once started in one or two of our major cities, who can say where it would stop? It might easily be that temples of education and amusement would dot this land as once they did the shores of the Mediterranean. A proper preliminary for such a period would always be a complete, comprehensive and decidedly ideal city plan.

DEPRESSION SPURS PLANNING IN NEW YORK CITY

The largest city in the United States has recognized the special importance of city planning during a time of depression when municipal economy is essential. The Mayor of New York points out that "the time seems opportune for us to go ahead with the master plan. The very influences that have halted many enterprises have served to impress us more and more with the urgent need of that sort of municipal economy that is to be had through careful and scientific planning."

New York City has abolished its former Department of City Planning¹ and is now organizing a new Division of City Planning in the Board of Estimate and Apportionment, under the direction of its Chief Engineer and with the task of preparing a master plan.

As an essential feature of the new program, the Mayor has appointed an unpaid Advisory Board on City Planning, consisting of fifteen representative citizens. To this group the Mayor and the Board of Estimate and Apportionment have pledged their hearty support and coöperation. The new Board forms an admirable link between official and unofficial agencies interested in planning through its chairman, Mr. George McAneny, president of the New York Regional Plan Association, Inc., and through three other members who are directors of the Regional Plan Association.

In appointing the Advisory Board, the Mayor declares that "for a hundred years the need of a comprehensive program for the furtherance of public works, to replace a policy of expediency that frequently involved tremendous waste and no great permanent advantage, has been recognized by those who grasped the fundamental problems with which we were confronted." New York City can now proceed with the preparation of a guiding plan for its growth.

¹See CITY PLANNING for Jan. 1931, pp. 50-51.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

PAST PLANNING IS BASIS FOR RENEWED ACTIVITY IN BALTIMORE

While for many years the City Charter has provided that there should be a Commission on City Plan, the appointment of this body was neglected by successive mayors for a period of over fifteen years. The Commission has been revived by the present mayor, an ordinance increasing its duties was



Photograph by Hughes Company

Preston Gardens
An Approach to the Baltimore Civic Center

passed in 1932, and it is now functioning. However, during the intervening period Baltimore was not backward in the creation of a plan; on the contrary, it approached city planning in a logical, scientific manner: first, by the preparation of accurate basic maps; next, by the development of an arterial street system and a park plan, and finally, by the passage of a zoning ordinance.

Within the old city limits Baltimore had the most complete topographic map, covering the entire city area, of any municipality in the country. Upon the annexation of about sixty square miles of outlying territory in 1918 this map was extended over the new territory. Immediately after this annexation the mayor appointed a City Plan Committee, a quasi-official body operating with the Department of Public Works, to prepare plans for the development of the new area. Upon the completion of the topographical map, the Committee proceeded with the development of a major street system. This plan was not merely an idealized picture of a system of thoroughfares, but was a practical, workable scheme adapted to the needs of the city, studied in detail to coördinate existing highways and provide new connections which would fit the topography. The plan was adopted by the Department of Public Improvements in 1923 as a guide for all studies for public works. Condemnation proceedings were instituted for the opening or widening of many of its component links, and considerable progress has been made toward the consummation of the plan.

During the study of the major street plan the Committee prepared a tentative park plan, and in 1925 the Board of Park Commissioners passed a resolution "adopting the plan for park extension as recommended by the City Plan Committee in 1919" and requesting the Committee to revise and develop this plan and report thereon. The Board retained the firm of Olmsted Brothers as consultants to the Committee for this work and after nearly a year of intensive study they reported that the plan of 1919 was basically sound. The outgrowth of this study, "The Report and Recommendations for Park Extensions for Baltimore," was adopted in its entirety by the Park Board in 1926. Considerable progress has been made in the acquisition of lands recommended in the report, but as park funds are obtained from a tax on the gross receipts of the street railway company, which has of late experienced a serious decline in revenue, the amount available for park purchases has been curtailed.

Baltimore's zoning ordinances have passed through a series of legal vicissitudes but as the highest state court has rendered several favorable decisions, zoning is apparently at last on a firm foundation.

It may be seen that the groundwork of a comprehensive city plan has been completed. The new Commission is now confronted with the necessity of obtaining legislation empowering it to compile these basic elements into a complete plan, coördinated with the future requirements of land for other municipal uses, giving this plan an official and legal standing, and providing for its protection against encroachments. We have every reason to expect that the necessary legislation, based on the Standard City Planning Enabling Act, will be passed within the next few months.

W. LLOYD WALLACE,
City Plan Engineer.

MARKED ADVANCE IN CITY-COUNTY COÖPERATION

Perhaps the most interesting features of city planning in Kentucky are the unusual city-county plans prepared and adopted by Covington and Lexington, two of the five Kentucky cities of the second class.

Whatever may be the ultimate experience with city-county plans of this type, they have the unquestionable merit of making possible a rational planning procedure, through the preparation of the general county plan first and the filling in of the more detailed plan for the urban area afterwards, and through simplified administration. Authority for such plans is derived from the city planning and zoning law for cities of the second class, enacted by the State Legislature in 1927, providing for planning commissions on which both the city and county have representation, and authorizing the planning and zoning of the city and as much of the surrounding area within the county in which the city is located, as "in the opinion of the commission bears relation to the planning or zoning of such city." (Louisville, the only first class city in the state, does its planning under another enabling act patterned after the Standard City Planning Enabling Act.)

Both the Covington and Lexington comprehensive plans include the zoning of about a two-mile belt of county area surrounding the city, which is estimated as the limit of probable urbanization within the next ten or twenty years. Plans for recreation and school facilities extend over approximately the same area as does the zoning, while the major street plans and regional highway plans cover practically the entire county. A financial analysis and a detailed ten-year improvement program are important features of both plans, which were officially adopted by their respective cities. The plan of Covington was adopted by the governing body of the county, also.

Zoning and subdivision control are enforced in both communities. The boards of adjustment operate strictly within their proper sphere, and changes in the maps are very rare (with not a single change in Covington since the adoption of the zoning ordinance in October, 1930), in spite of the increasing pressure due to economic conditions.

Lexington has doubled its park and playground acreage, relieved traffic congestion in its most important down-town street by constructing a parallel relief artery, built a section of a proposed boulevard-belt, widened several streets and county highways, eliminated a most important and hazardous grade crossing, succeeded in having a new Federal building constructed in its proposed civic center, and followed the school program recommended by the plan in the acquisition of school sites and the building of new schools, both in the city and in the county.

In Covington a good start has been made on the development of a by-pass route around the central business district for traffic between the southern residential areas and the down-town business district of Cincinnati; the last

two grade crossings of importance in the city have been eliminated; a new playground has been acquired and developed; and at this time a new entrance is being built for the most important highway in the state, recently widened, which will eliminate a hazardous turn and provide for better traffic distribution in the city.

In both communities, but particularly in Covington, the comprehensive plans were found extremely useful in the search for worth-while projects for the unemployed. The new highway entrance just mentioned is one of these projects. Throughout last year the clearing and development of Devou Park, Covington's 518-acre park, was carried forward by the unemployed in accordance with recommended plans.

However, the writer believes that the effectiveness of planning in a community cannot be measured by the length of the list of public improvements executed in accordance with the plan, or by their aggregate cost. Are the proposed measures of the plan conscientiously enforced? Is the integrity of the plan being preserved? Do the public projects that are undertaken conform to the plan? Is planning firmly established as an essential part of community administration? Has it public support? Answers in the affirmative to these questions are generally better proof of the effectiveness and permanence of planning. Measured by such indices city-county planning as carried on in Covington and Lexington is effective and permanent.

L. SEGOE,

Consulting Engineer and City Planner.

ZONING BRINGS POPULAR APPROVAL FOR PLANNING

The first achievement of the Corvallis (Ore.) City Planning Commission, which was organized in 1931, was the framing, and adoption by the City, of a zoning ordinance. The public acceptance of zoning, which has resulted from the successful operation of the ordinance, is a big victory for this city of seventy-five hundred people, which, prior to zoning, had known little or no control of any sort in the laying out of streets and the erection of buildings. Zoning has helped to break down the prejudice against proper community regulations.

As citizens more and more gain a vision of the future city built to meet ever-changing conditions, city planning will come into its own. Oregon State College, with its instruction in city planning, engineering, and landscape gardening, has exerted a beneficial influence in Corvallis in the march toward this goal.

H. E. WALTER,

President, City Planning Commission.

MATERIAL PROGRESS DURING DEPRESSION

Taking the year 1932 as a whole, the Tucson City Planning Commission feels that it can report material progress. Naturally there has been lessened activity due to the economic situation, and it has seemed no time to ask for funds for anything not pressing or necessary. To keep alive the interest of the public and of the members of the Commission and to plan well for the future have been its chief aims.

In February, 1932, Mr. E. P. Goodrich was employed by the Commission to make a preliminary survey and report on the city and surrounding country. Members of the Commission took him to different parts of the city and into the country for miles around, through the near-by recreational area, out to the Cactus Forest, the old Mission of San Xavier, and the canyons of the closer mountains, as well as Sentinel Peak with its sky-line road which gives a magnificent view of Tucson and its surroundings.

Some members of the Commission have been working toward the preparation and passage of a City Planning Enabling Act by the Legislature now in session. This Act will soon be whipped into shape and presented for enactment.

The Chairman has been working to keep up interest in the formation of a Mexican village in Plaza de la Mesilla, using the remains of the old San Augustin Church as the nucleus, and many of the townspeople are backing this project.

E. P. MATHEWSON,
Chairman, Regional and City Planning Commission.

A TWELVE-YEAR RECORD OF ACCOMPLISHMENTS

City planning in Indianapolis celebrates its twelfth birthday in 1933. A review of the work of these years reveals considerable progress in carrying out the provisions of the city plan. The City Plan Commission has not been content with preparing studies and surveys to be "pigeon-holed," but has carried on a successful campaign to bring these projects to completion.

Ten major projects have been completed to date. Of these, the most important was the widening of Sixteenth Street, which forms an important link in the system of east-west thoroughfares. The cost of this widening—about 4100 feet in length and including condemnation and actual construction—was approximately \$700,000. Previous to widening, buildings along this street were in a run-down condition, property values were decreasing, and many stores were vacant. Since the widening, several new buildings have been erected, others have been remodeled, and the business houses report an encouraging improvement in conditions. The most bitter objectors to this project have become the staunchest supporters of the Commission.

The zoning ordinance, now in its eleventh year, continues to meet with public approval. In the past three years no adverse court decisions have been rendered.

HENRY B. STEEG,

Secretary-Engineer, City Plan Commission.

BROOKLINE THOROUGHFARE PLANNING

During the past year, the Brookline (Mass.) Planning Board has studied further the redesigning of Boylston Street, an important link in the Worcester Turnpike. The original plan of Mr. Robert Whitten included two sections of depressed roadway which would improve highway grades and blanket highway noises, but this type of construction now appears too expensive. The revised plan calls for overpasses at the two intersections where traffic is heaviest, with traffic circles at the other intersections.



A Typical Brookline Traffic Circle

A new parkway passing through a corner of the town has left a small triangle containing only a few Brookline lots lying on the Boston side of the highway. The Planning Board has suggested that this small area be exchanged for a similar one which is now a part of Boston but which lies on the Brookline side of the parkway. This exchange would make it possible for the new parkway to form the town line and would greatly simplify the problems of serving these areas with water, waste disposal, and so forth.

The Board has prepared a master plan of the town showing all proposed planning projects, some of which are suitable for carrying out in times of depression in order to give work to unemployed.

GORHAM DANA,

Chairman, Brookline Planning Board.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

MORTUARIES

Before the days of zoning, mortuaries were often established in fine old detached houses on main streets. The trees, shrubbery, and deep lawns, as well as the quiet location, made such a place more attractive than undertaking rooms among the stores. When the city was zoned, these localities of detached homes were placed in residence districts and the existing mortuaries became lawful nonconforming uses. But in many cities undertakers insisted that the mortuary so located was a perfectly reasonable and therefore lawful use in a residence district, and the number of cases that have found their way into the court records where the undertaker seeks to establish his right to have the mortuary in a private detached house is rather surprising. Undoubtedly the reason for this insistence is that undertakers serving the well-to-do desire quiet, well-kept, and homelike locations. People attending the funerals of their departed relatives prefer to meet in such a location, and they recall the occasion with pleasanter remembrance than if it had taken place next door to the hardware store or the local hotel. Usually there is a pleasant room for the funeral service in the building.

These sporadic mortuaries, although pleasing to those who attended the funeral, were not considered desirable neighbors. Home owners on either side and on the opposite side of the street often protested, but without remedy. People in the small city and village probably consider that one of the greatest benefits of zoning has been to prevent the invasion of these unwanted mortuaries. With great uniformity these localities have been placed in residence districts, and mortuaries have not been allowed in such districts as a conforming use. In the numerous court cases arising under zoning the undertaker shows that the exterior of the house will not be altered and that the maintenance of the grounds will be a help to the locality, and claims that therefore this particular business use should be permitted. In all cases the courts have held that the mortuary is a business use and, as such, is prohibited. Courts have repeatedly held that exclusion of mortuaries from residence districts is substantially related to the health, safety, and welfare of the community. In many cases the courts have pointed out that the constant succession of funeral vehicles, the presence of symbols of death, and the prevailing sadness of the atmosphere of the mortuary have a harmful effect on growing children, invalids, and old people. It now seems to be well established that a zoning ordinance can lawfully exclude mortuaries from residence districts. This does

not, however, mean that every new mortuary must go among the stores. Every city affords good locations in districts marked as business on the use map, but which are not built up with stores. Sometimes these places are not on the main streets. But there is much to be said in favor of placing a mortuary in a quiet side street near the business center. The undertaker will make no mistake to procure a lot of ample size so that his building can be set back from all lot lines. In the outside edges of many of these business districts are fine old homes that are especially suitable for mortuaries.

E. M. B.

ZONING AND CITY PLANNING

Zoning is a branch of city planning. We all say this but do not stop to think just how and why it is so. From my point of view this is because zoning districts must be shown on the city plan. All lines that can be shown on the city plan denote branches of city planning. These are streets, parks, sites for public buildings, zoning districts, public reservations, pierhead and bulkhead lines, and routes of public utilities. In the future there may be others, but if there are others now, I should like to learn them. These elements of the plan must be established by the community. The only way that the community can act is by laws. If these elements are not established by laws, they are not part of the city plan. Private streets and easement driveways are not part of the city plan. The preparation of proposals for the city plan is commonly called city planning, but my notion is that none of these elements becomes a part of the city plan until it is established by law. It seems to me that a master plan is a proposal for the city plan. Good city planning is the good coördination of these elements.

I readily agree that the word "plan" is here used in the more circumscribed of its two meanings. The original meaning of the word is a plane surface. The plans and specifications of an architect use the word in this original and circumscribed sense. The secondary or derived meaning of the word applies to the prearrangement of nearly everything. We have financial planning, health planning, and taxation planning. All sorts of administrative fields of cities involve planning, whether education, taxation, or street-traffic regulation. But I would not call these city planning simply because they are done in a city. I like to use city planning in the sense that it includes the elements that can be shown on the dynamic city plan.

It seems to me that zoning is a branch of city planning in this sense because it can be shown on a plan or map. On the other hand, a building code, although equally important, is not a branch of city planning because it cannot be shown on a plan or map of the city.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

PROGRESS OF CITY PLANNING LAW DURING 1932¹

VARIANCES FOR PRACTICAL DIFFICULTIES AND UNNECESSARY HARDSHIP

A subject of importance and perennial difficulty is the variance by boards of appeals of the strict letter of zoning ordinances, within their spirit and true meaning, to obviate practical difficulties and undue hardship in specific cases. The more usual provisions for this purpose are to be found in the New York enabling acts and in those statutes more closely following the Standard State Zoning Enabling Act of the United States Department of Commerce. This power is generally considered necessary to prevent injustice and a consequent judgment by the courts of unconstitutionality. Some students rightly, I believe, regard this grant of power as necessary in its full breadth to secure this result, fearing that if it is narrowed there will be cases of injustice without a remedy; others believe that it may with advantage be narrowed in scope.

The provisions on this subject in the recent New Jersey zoning enabling act² are an attempt to narrow this power. Under that statute the board of adjustment grants these variances provided that no structure is permitted in a district restricted against it unless the land on which the structure would be erected abuts a district in which such a structure is authorized by the zoning ordinance; and provided further that such structure shall be not more than 150 feet from the boundary line of the district in which such structure is authorized by the zoning ordinance. In other cases the board of adjustment is authorized only to recommend the variance to the governing body of the municipality, and that body may approve or disapprove of the recommendation as it sees fit.

There is nothing in the New Jersey statute stating whether, when the legislative body of the municipality acts in such cases, it is acting in a legislative or an administrative capacity. If it acts in a legislative capacity, the party deeming himself treated unjustly has no remedy which he can demand as an enforceable right but can only urge action. In that case the right of an aggrieved party is, evidently, limited to a certain extent and there would

¹This account of the progress of city planning law covers the period from April, 1932, to April, 1933.

²Laws 1930, Ch. 235.

seem to be the danger of an injustice without a remedy except, perhaps, a declaration by the courts of unconstitutionality. If, however, that body acts in an administrative capacity, the aggrieved party may demand an adjustment in his special case and has his appeal to the courts on its failure to grant it.

A recent New Jersey case gives the aggrieved party *certiorari* from the decision of the legislative body in such cases. The effect of the New Jersey statute would seem to be, therefore, merely to transfer power in the first instance from a board of appeals to a legislative body less fitted to exercise administrative power of this sort.

Another method of limiting the right of variance is strictly to limit the right of court review of the action of the board of appeals to matters of law appearing on the record. The narrow limits in which, practically, this seems to confine variances is illustrated by a recent Massachusetts decision,¹ in which it would seem a variance ought, in justice, to have been granted and would have been allowed on the facts under most modern zoning enabling laws.

MANDATORY AND DIRECTORY PROVISIONS

It is often important to know the result of failure to comply with any given provision of a planning or zoning statute. A recent Louisiana case gives us information on this point. With regard to each of two zoning ordinances the law provided that it should not be effective until after publication in a given manner. Neither of them was so published. The court held that they were of no effect.

Provisions relating to the passage of legislation are either jurisdictional and mandatory, in which case the measure is ineffective without compliance with them, or they are merely directory. The requirements in the present case were of the former class.

OTHER LEGAL MATTERS

For the progress of city planning law in other matters, see the **Legal Notes Department** in recent issues of CITY PLANNING, as follows:

BILLBOARDS, October, 1932; BOARDS OF HEALTH, January, 1933; MEMBERSHIP IN PLANNING BOARDS, January, 1933; ZONING ORDINANCES AS A DEFENCE TO SUITS FOR NUISANCE, January, 1933; ZONING SETBACKS—CORNER LOTS, July, 1932; ZONING AND PUBLIC PROPERTY,² January, 1933.

F. B. W.

¹Coleman v. Board of Appeals of Building Department of Boston, 183 N. E. 166 (Supreme Court, Nov. 30, 1932).

²See also the case of O'Brien v. Town of Greenburgh, Supreme Court, Westchester County, N. Y., reported in *Westchester Law Journal*, Jan. 31, 1933.

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

MIDWINTER MEETING OF THE AMERICAN CITY PLANNING INSTITUTE February 3, 1933

Through the courtesy of the Harvard School of City Planning, the members of the Institute had the privilege of a preview of the research data collected by Mr. Walter C. K. Baumgarten, a graduate of the School, who during the past year under a fellowship has been studying the location and planning of industrial areas. The material in this less well-known field of planning was most interesting, particularly the sections on the layout of industrial districts and the decentralizing tendencies of large industries. Some of Mr. Baumgarten's findings are published elsewhere in this issue.

Mr. Russell V. Black presented "A Better Case for City Planning," the need for its making, and a few suggestions as to what the Institute can do about it. Mr. Black felt that there has been a failure to recognize that the most important function of planning is the guidance of growth and development along the lines of order and economy, and not the encouragement of costly readjustments such as street widenings and the building of civic centers. The success of a plan should be measured not by the number of projects accomplished, but by the extent to which the plan is observed in the course of normal development. He suggested that the Institute should be charged as a committee of the whole with the responsibility of collecting evidence that planning is not a "frill" but a fundamental means to public economy. This searching might be supplemented by original research. Such material would arm the professional planner with irrefutable facts as to the soundness of planning and would provide the basis for an extensive and convincing selling campaign.

The discussion brought out some difference of opinion as to what should be the content of a city or regional plan. Mr. Edward M. Bassett favored emphasizing the preparation of a master plan, which in itself would not necessarily involve the municipality in any expense for construction. Mr. Campbell Scott felt that plans should not be so elaborate as they have been in the past, that they should be made for a period of not over twenty-five years, and that they should stress those projects which would show savings. Mr. Robert Whitten, however, was somewhat fearful lest planning ideals might be sacrificed and the profession might become too opportunistic.

F. S.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

PRESIDENT'S CONFERENCE ON HOME BUILDING AND HOME OWNERSHIP. Final reports of committees. Edited by JOHN M. GRIES and JAMES FORD. Washington, D. C., 1932. $9\frac{1}{4} \times 6\frac{1}{4}$ inches. Price, each volume, \$1.15. Set of eleven volumes, \$10.50, from President's Conference on Home Building and Home Ownership, 42 Broadway, New York City.

Vol. I. Planning for Residential Districts. Reports of the Committees on City Planning and Zoning, Subdivision Layout, Utilities for Houses, and Landscape Planning and Planting. 227 pages. Photographs, plans, diagrams, tables.

Vol. II. Home Finance and Taxation. Reports of the Committees on Home Finance and Taxation. 278 pages. Tables.

Vol. III. Slums, Large-Scale Housing, and Decentralization. Reports of the Committees on Blighted Areas and Slums, Large-Scale Operations, Business and Housing, and Industrial Decentralization and Housing. 245 pages. Plates, tables.

Vol. IV. Home Ownership, Income, and Types of Dwellings. Reports of the Committees on Home Ownership and Leasing, Relationship of Income and the Home, and Types of Dwellings. 230 pages. Photographs, tables, diagrams.

Vol. V. House Design, Construction, and Equipment. Reports of the Committees on Design, Construction, and Fundamental Equipment. 325 pages. Photographs, diagrams, tables.

Vol. VI. Negro Housing. Report of the Committee on Negro Housing. 282 pages. Photographs, tables.

Vol. VII. Farm and Village Housing. Report of the Committee on Farm and Village Housing. 293 pages. Photographs, plans, diagrams, tables.

Vol. VIII. Housing and the Community—Home Repair and Remodeling. Reports of the Committees on Housing and the Community, and Reconditioning, Remodeling, and Modernizing. 291 pages. Photographs, diagrams, tables.

Vol. IX. Household Management and Kitchens. Reports of the Committees on Household Management, and Kitchens and Other Work Centers. 228 pages. Photographs, plans, diagrams, tables.

Vol. X. Homemaking, Home Furnishing, and Information Services. Reports of the Committees on Homemaking—Housing and Family Life, Home Furnishing and Decoration, and Home Information Services and Centers. 238 pages. Photographs, diagrams, tables.

Vol. XI. Housing Objectives and Programs. General Sessions of the Conference. Reports of the Correlating Committees on Technological Developments, Legislation and Administration, Standards and Objectives, Education and Service, Organization Programs, Local and National, and Research. 345 pages. Photographs.

As stated in a previous issue,¹ President Hoover called together, in December, 1931, experts from all sections of the country to exchange the results

¹See CITY PLANNING, July 1932, pp. 183-86.

of their experience in dealing with the many different phases of housing. The results of the work of the thirty-one committees into which the Conference was divided are contained in eleven volumes which, except for a general index to be published in a limited edition, complete the series of reports of the President's Conference on Home Building and Home Ownership.

These reports are a compendium of valuable housing data and information. Taken together, they give the first well-rounded picture of the housing problem that has been presented in this country, and they represent our first concerted national effort to solve it. Comprehensive and authoritative as they are, the reports are not offered as the last word on the subject, for each committee has pointed out the need of additional study and has indicated specific researches which are most likely to prove productive.

Already the work of the Conference has borne fruit. In a recent letter to the members, Mr. Ray Lyman Wilbur, one of the two chairmen of the Conference, says:

Among the striking achievements of the Conference have been the passage of the Federal Home Loan Bank Act in July, 1932, the housing provisions for the granting of credit to self-liquidating housing projects for slum rehabilitation in the Emergency Relief and Construction Act administered by the Reconstruction Finance Corporation, the notable increase in the amount of space given to the subject of housing in the daily press and current magazines, the better coördination of the professions interested in housing, in recent conferences of various national and state organizations, the larger conception of housing which now is available in the educational programs of our schools and colleges and over the radio and the many follow-up programs through study groups, home demonstrations, the establishment of home information centers, and local conferences. Most significant of all, however, is the activity for home improvement stimulated within their own communities and states by persons who took part in the work of the Conference committees or in its general sessions.

This series of eleven volumes embodying the studies and conclusions of the Conference is an invaluable work of reference. It belongs in the library of every person concerned in any way with housing.

H. K. M.

A NEW IMPRESSION OF A VALUED FRIEND

It is gratifying to have reissued by the Century Company in New York another impression of the second edition of Sir Raymond Unwin's **TOWN PLANNING IN PRACTICE**, which is the classic work on "the art of designing cities and suburbs." No book has replaced this in its exposition of the esthetic as based on the social aspects of planning, as the continued demand for it indicates; no book on the subject could be more pleasant to read or more inspiring to study.

T. K. H.

LIST OF PLAN REPORTS IN THE UNITED STATES, 1932

Compiled in the Library of the
Schools of Landscape Architecture and City Planning at Harvard University

By KATHERINE McNAMARA, Librarian

BAKERSFIELD, CAL., AND REGION. KERN COUNTY PLANNING COMMISSION, AND BAKERSFIELD CITY PLANNING COMMISSION. Northerly entrance of Golden State Highway into the Bakersfield district: a report to the Board of Supervisors of Kern County [and] the City Council of the City of Bakersfield. April, 1931. 41 p. mimeographed + 10 p. photos., plans (part folded), diagrams, charts, perspective, cross sections.

Supplementary report issued September, 1931.

BERGEN COUNTY, N. J. *See* **NEW YORK CITY AND METROPOLITAN REGION.**

BUFFALO, N. Y. INTERNATIONAL RAILWAY Co. A comprehensive transit plan for Buffalo. [1932.] 31 p. maps (colored), plan, chart, tables.

CHICAGO, ILL., AND REGION. *See* **COOK COUNTY, ILL.**

COOK COUNTY, ILL. FOREST PRESERVE ADVISORY COMMITTEE. Plans for the forest preserves of Cook County, Illinois, prepared for the Board of Cook County Forest Preserve Commissioners by the Forest Preserve Advisory Committee, in coöperation with the staff of the Forest Preserve District and the Chicago Regional Planning Association. Chicago, January, 1929, corrected to October, 1931. 37 p. mimeographed. plans, tables.

DENVER, COLO. PLANNING COMMISSION. The Denver plan, Volume 3: a study for mass transportation. 1932. 39 p. maps (part folded), sketches, tables. (S. R. DeBoer; McCrary and Culley, consultants.)

ESSEX COUNTY, N. J. *See* **NEW YORK CITY AND METROPOLITAN REGION.**

JACKSON COUNTY, MO. Results of county planning, Jackson County, Missouri. [Independence, 1932.] 122 p. photos., maps (part folded and colored), sketches.

KANSAS CITY, MO., AND REGION. *See* **JACKSON COUNTY, MO.**

KERN COUNTY, CAL. *See* **BAKERSFIELD, CAL., AND REGION.**

MIDDLESEX COUNTY, N. J. *See* **NEW YORK CITY AND METROPOLITAN REGION.**

MONROE COUNTY, N. Y. REGIONAL PLANNING BOARD. A summary of the survey and plans for port development in Rochester and Monroe County, made for the Joint Harbor Survey Committee by MacElwee and Crandall, Inc., consulting engineers. Rochester, N. Y., December 23, 1932. 29 p. mimeographed + maps and plans.

NEW YORK CITY AND METROPOLITAN REGION. BARTHOLOMEW AND ASSOCIATES. Plans for major traffic thoroughfares and transit, Lower East Side, New York City, prepared for the Lower East Side Planning Association. 1932. 118 p. photos., plans (part folded and colored), cross sections, tables.

———. DEPARTMENT OF CITY PLANNING. In the matter of: The application of the North River Bridge Company to the United States War Department for a permit to build a bridge over the Hudson River on the axis of West 57th Street. [1932.] [24 p.] multigraphed and photostated + [10 p.] maps and plans, sketch, profiles, cross sections, tables. (Calendar No. 233, December 4, 1931.)

———. REGIONAL PLAN ASSOCIATION, INC., AND OTHERS. [County bulletin series.] New York, 1932.

Bergen County (N. J.) and the regional plan. 23 p. map (folded), tables.

Essex County (N. J.) and the regional plan. 24 p. maps (one folded), tables.

Middlesex County (N. J.) and the regional plan. 16 p. photos., map, tables.

Rockland County (N. Y.) and the regional plan. 24 p. maps (one folded), tables.

Westchester County (N. Y.) and the regional plan. 32 p. photos., maps (one folded), tables.

PHILADELPHIA, PA., AND TRI-STATE DISTRICT. REGIONAL PLANNING FEDERATION OF THE PHILADELPHIA TRI-STATE DISTRICT. The regional plan of the Philadelphia tri-state district; this report was formulated and compiled by sub-committees of the Technical Advisory Committee and the Federation staff, in collaboration with the executive committee. 1932. 589 p. photos., maps and plans (part folded), cross sections, diagrams.

READING, MASS. PLANNING BOARD. Rules for the development of real estate, adopted by the Planning Board, Town of Reading, Massachusetts, 1932. [20 p.] photos., plans.

ROCHESTER, N. Y. See **MONROE COUNTY, N. Y.**

ROCKLAND COUNTY, N. Y. See **NEW YORK CITY AND METROPOLITAN REGION.**

SAN MATEO COUNTY, CAL. PLANNING COMMISSION. The subdivision of land in San Mateo County, California. [Redwood City?], 1932. 78 p. maps and plans, sketches, diagrams, cross sections. (Hugh R. Pomeroy, planning adviser; Ronald L. Campbell, technician.)

SPRINGFIELD, MASS. CITY PLANNING BOARD. Six years of city planning in Springfield, Massachusetts. 1930. [Published Fall 1931.] 68 p. photos., maps and plans (part folded and colored), sketches, diagrams, cross sections, charts, tables. (Joseph Talmage Woodruff, consulting engineer.)

UNIVERSITY CITY, MO. CITY PLAN COMMISSION. Comprehensive city plan. 1931. 98 p. photos., maps (folded), plans (part folded), perspectives, sketches, diagrams, cross sections, tables. (Bartholomew and Associates, city planners.)

WESTCHESTER COUNTY, N. Y. See **NEW YORK CITY AND METROPOLITAN REGION.**

NOTE

Several important books and plan reports are being held for special notice in the July issue.

BACK NUMBERS OF CITY PLANNING

For ready reference, CITY PLANNING has grouped certain of its back numbers according to valuable articles on kindred subjects. The following sets, providing for old subscribers duplicate copies of helpful material, and furnishing valuable information on special subjects, are obtainable as long as the supply lasts:

ASSESSMENT

- What We Don't Know about Special Assessments
Walter H. Blucher
- Planning Progress in Saint Louis
Harland Bartholomew
- A New Idea in Special Assessments
Charles Herrick
- 3 issues, set\$1.50

BUILDINGS—HEIGHT

- The Economic Spiral (National Conference Roundtable)
J. Rowland Bibbins
- To Skyscape or Not to Skyscape
Harold S. Bутtenheim
- The Third Dimension
Richmond D. Moot
- Principles Which Should Control Limitations in Bulk of Buildings
Frederick Law Olmsted
- 4 issues, set\$2.00

CITY PLANNING—U. S. SURVEYS

- Survey of City and Regional Planning in the United States (1924-1925-1926-1927-1928-1929-1931)
Theodora Kimball Hubbard
- Trends in Present-day City Planning in the United States (1930-1931)
Harold S. Bутtenheim
- 8 issues, set\$3.00

CITY PLANNING—U. S.

- City Planning in the United States
Alfred Agache
- Planning for Boston—1630-1930
Elisabeth M. Herlihy
- Waterfront Boulevard Development in Charleston
R. S. MacElwee
- "What of the City"—Chicago. I. II.
Charles B. Ball
- Cleveland's Planning Progress
Charles E. Conley and William J. Murphy
- Promoting Planning in Cleveland
Charlotte Rumbold
- Denver Makes a Plan
Arthur Hawthorne Carhart
- City Planning Future for Des Moines
J. Haslett Bell
- Des Moines Comprehensive City Plan: Its Background and Promise
James B. Weaver
- City Planning in Detroit
Walter H. Blucher
- Dubuque Plans Anew
John Nolen and Justin R. Hartzog
- (con.)

CITY PLANNING—U. S. (con.)

- Ten Years of City Planning in Evansville
Raymond W. Blanchard
- A City Government and City Planning—Memphis
The Hon. Rowlett Paine, Mayor
- Milwaukee's Efforts in City and Regional Planning
C. B. Whitnall
- City Planning in Philadelphia
Andrew Wright Crawford
- City Planning in Portland, Oregon
Howard K. Menhinick
- The Providence Thoroughfare Plan
Richard B. Watrous
- Roanoke's Planning Action in City and County
John Nolen
- City Planning in Rochester
Edwin A. Fisher
- Planning Progress in Saint Louis
Harland Bartholomew
- Saint Paul Moves Forward
Gerhard Bundlie
- City Planning in Saint Paul
George H. Herrold
- The Rebuilding of Cities after Disaster (Salem, Mass.; Santa Barbara, Cal.)
James Ford
- Planning Washington and Its Environs
Charles W. Eliot 2nd
- 18 issues, set\$7.50

CITY PLANNING—FOREIGN

- Town Planning Problems in Canada
A. G. Dalzell
- The After-Conference Tour (France, Spain)
Gordon J. Culham
- The Development of City Planning in Germany
John Nolen
- National Planning Project for the Republic of Mexico
Carlos Contreras
- City Planning in Poland
Waclaw Wrzesien
- City Planning in Soviet Russia
Robert Whitten
- City Planning Activity in Spain
Harry B. Brainerd
- 7 issues, set\$2.50

CIVIC CENTERS—U. S.

- Promoting Planning in Cleveland
Charlotte Rumbold
- Denver Makes a Plan
Arthur Hawthorne Carhart
- (con.)

CIVIC CENTERS—U. S. (con.)
 Des Moines Parks and Civic Center
 J. N. Darling
3 issues, set.....\$1.50

ECONOMIC CONSIDERATIONS
 Why the Automobile Industry Should
 Believe in City Planning
 Paul G. Hoffman
 Blighted Districts: Their Cause and
 Cure
 C. Earl Morrow and Charles
 Herrick
 The Responsibilities of Realtors in
 City Planning
 J. C. Nichols
 The Chamber of Commerce and City
 Planning
 John Ihlder
 Why City Planning is Good for Sound
 Real Estate Development
 L. F. Eppich
 Preventive Planning
 L. Deming Tilton
 City Planning and Economy
 Thomas Adams
 The Effect of the Depression on City
 Building in Texas
 John E. Surratt
7 issues, set.....\$3.00

ESTHETIC CONSIDERATIONS
 Architectural Imagination in City
 Building
 Harvey Wiley Corbett
 Architecture and City Planning
 Eliel Saarinen
 The Art of City Planning
 Raymond Unwin
 The City as a Work of Art
 Charles Moore
4 issues, set.....\$2.00

FINANCIAL CONSIDERATIONS
 What We Don't Know about Special
 Assessments
 Walter H. Blucher
 The Providence Thoroughfare Plan
 Richard B. Watrous
 Planning Progress in Saint Louis
 Harland Bartholomew
 A New Idea in Special Assessments
 Charles Herrick
 Promotion vs. Prohibition in City
 Planning
 Charles W. Eliot 2nd
 The Long-term Financial Program
 as an Aid to City Planners
 A. E. Buck
6 issues, set.....\$3.00

LAND SUBDIVISION
 A Study of Municipal and County
 Regulations for Subdivision Con-
 trol. I. II.
 Howard K. Menhinick
 Playgrounds in New Land Subdi-
 visions
 William E. Harmon
 (con.)

LAND SUBDIVISION (con.)
 Land Subdivision: The Effect of
 Density on Acreage Values and on
 Lot Values
 Robert Whitten
 Interior Block Playgrounds in High
 Class Residential Developments
 S. Herbert Hare
 The Enforcement of Deed Restric-
 tions
 Charles S. Ascher
6 issues, set.....\$3.00

PARKS
 Des Moines Parks and Civic Center
 J. N. Darling
 Park and Recreation Areas in the
 City Plan
 T. K. and H. V. Hubbard
 Notes on Laying Out Roads for
 Pleasure Travel in Scenic Areas
 Frederick Law Olmsted
 What are Parks?
 Charles W. Eliot 2nd
 The Acquisition of Public Open
 Spaces
 Frank B. Williams
 A Park System for the Maryland-
 Washington Metropolitan District
 Roland W. Rogers
6 issues, set.....\$3.00

PRACTITIONERS
 The Responsibilities of Realtors in
 City Planning
 J. C. Nichols
 Interest of the Engineer in City
 Planning
 M. N. Baker
 The City Engineer and City Planning
 Morris Knowles and U. N.
 Arthur
 Some Limitations
 Robert Whitten
 Architecture and City Planning
 Eliel Saarinen
 City Planning as a Professional
 Career
 Henry V. Hubbard and Howard
 K. Menhinick
5 issues, set.....\$2.50

PUBLIC OPEN SPACES
 The Community Forest and the
 Community Plan
 Charles Lathrop Pack
 Park and Recreation Areas in the
 City Plan
 T. K. and H. V. Hubbard
 The Acquisition of Public Open
 Spaces
 Frank B. Williams
3 issues, set.....\$1.50

REGIONAL PLANNING—U. S.
 The Circumferential Thoroughfares
 of the Metropolitan District of
 Boston
 Arthur A. Shurtleff
 (con.)

REGIONAL PLANNING—U. S. (con.)

- Boston Metropolitan Planning
Arthur A. Shurtleff
The Division of Metropolitan Planning, Boston
Henry I. Harriman
Regional Planning of Happy Valley, Tennessee
John Nolen
Two Years of Regional Planning in Los Angeles County
Hugh R. Pomeroy
The Unemployed Aid Regional Planning in Los Angeles County
Charles H. Diggs
A Park System for the Maryland-Washington Metropolitan District
Roland W. Rogers
Planning Progress in Maryland-Washington Metropolitan District
Irving C. Root
Planning for Milwaukee County
E. A. Howard
Theory of Planning the Region as Exemplified by the Philadelphia Tri-State Plan
Russell Van Nest Black
The Philadelphia Tri-State Region
Samuel P. Wetherill, Jr.
The Declaration of Inter-dependence (Philadelphia)
Robert Wheelwright
9 issues, set \$4.00

SOCIAL CONSIDERATIONS

- Zoning and the Mobility of Urban Population
Nels Anderson
Housing and the Regional Plan
John Ihlder
The Philosophy of City Planning
Mayor James M. Curley
"Quickening the Soul of a City"
From an address by Dr. E. H. Cary
Rapid Transit and Social Values
Frederick Law Olmsted
Blighted Districts: Their Cause and Cure
C. Earl Morrow and Charles Herrick
5 issues, set \$2.50

STATE PLANNING

- State Planning in Illinois and Iowa
Jacob L. Crane, Jr.
The New York State Regional Plan
Clarence S. Stein
State-wide Planning to Save the Beaches
Tam Deering
3 issues, set \$1.50

STREET TRAFFIC REGULATION

- Directional Traffic Control
Richmond D. Moot
Preventive and Palliative Measures for Street Traffic Relief
Miller McClintock
City Planning and Traffic Surveys
Earl J. Reeder
3 issues, set \$1.50

STUDY AND TEACHING

- Local Geography as a Basis for Teaching City Planning
Donald S. Gates
How the Public Schools Coöperated with a City Planning Commission
Randall J. Condon
City Planning as a Professional Career
Henry V. Hubbard and Howard K. Menhinick
3 issues, set \$1.50

TECHNICAL PROCEDURE

- The Technical Approach to the Study and Planning of Regions
Thomas Adams
Theory of Planning the Region as Exemplified by the Philadelphia Tri-State Plan
Russell Van Nest Black
How to Make a City Plan
Harold M. Lewis
3 issues, set \$1.50

ZONING

- The Fact Bases of Zoning
Alfred Bettman
Zoning and the Mobility of Urban Population
Nels Anderson
The Present State of Court Decisions on Zoning
Alfred Bettman
Use of the Police Power in City Planning and Zoning
Edward D. Landels
Better Zoning for Easier Administration
Russell Van Nest Black
Principles Which Should Control Limitations in Bulk of Buildings
Frederick Law Olmsted
6 issues, set \$3.00

ZONING—U. S.

- Boston Zoning—Its First Birthday
Elisabeth M. Herlihy
The Buffalo Zoning Campaign
A. Edmere Cabana
Des Moines Experience with Zoning
L. A. Jester
3 issues, set \$1.50

Your order, specifying subjects of sets (ASSESSMENT, BUILDINGS—HEIGHT, etc.) and accompanied by check, should be sent to:

CITY PLANNING PUBLISHING CO.

12 Prescott Street
Cambridge, Massachusetts

Town Planning Review

PUBLISHED QUARTERLY

The only English magazine devoted
entirely to this subject, and dealing with
the monumental and domestic aspects.

PATRICK ABERCROMBIE, Editor

*Professor of Civic Design
University of Liverpool*

Editorial Offices:
Brownlow House, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy; annual subscription fifteen shillings, post free

The first thirteen volumes (with the exception of Vol. I, Nos. 1 and 2) are obtainable, at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound. Vol. I, Nos. 3 and 4, 5/- each.

Subscriptions may be sent to *City Planning*

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
JULY 1933

Now Ready---an important study of

The METROPOLITAN COMMUNITY

A Recent Social Trends Monograph

By R. D. McKENZIE

Professor of Sociology, University of Michigan

The twentieth century has seen the rise of a new kind of regional community: the constellation of cities, towns, and villages organized around a dominant focal point into one super-city. What forces have brought about this development of the metropolitan community? What new problems has it created and what social and economic adjustments has it called forth? What are its future implications?

These questions, among others, the present volume attempts to answer.

As the first effort to trace the development of this new and complex form of human aggregation, and to discuss in detail its effect upon our national life, *The Metropolitan Community* will prove of signal value to all persons concerned with city and regional planning.

352 pages

With numerous charts.

\$3.50

Your order, accompanied by check, should be sent to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

HUMAN GEOGRAPHY of the SOUTH

By RUPERT B. VANCE, Ph.D.

There has been much talk about regionalism in recent years. This book will give body to a broad use of the word. It is a significant book, almost the first of its kind.

The structure of a regional economy, Dr. Vance finds, can best be studied in the light of a theory of resources, human energy, cultural equipment, and economic organizations. The discussion leads him to a final chapter on reconstructing the region, in which the accepted techniques of city planning find their due place with the other disciplines necessary.

More and more our planners are finding themselves driven to study larger units; and the time is coming when the traditions of urban planning and agricultural land planning will blend, instead of following separate channels. Dr. Vance's book is a stimulating picture of what such a development might mean.

596 pages

Price \$4.00

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

Transition Zoning

Practical

because based on actual practices found to be in effect in 337 of the 860 cities throughout the United States whose zoning ordinances and regulations were investigated.

Useful

because it presents this information concisely, combined with diagrams to illustrate the various types of transition zoning, and photographs showing especially significant instances of the beneficial effects resulting from this important phase of zoning.

Necessary

because it points out to those concerned in any way with zoning the most effective methods of regulating the use of land, the height of buildings, and the disposition of open spaces around them so as to mitigate the detrimental effects of the juxtaposition of zones of different types.

VOLUME V OF THE HARVARD CITY PLANNING STUDIES

150 PAGES

PRICE \$2.50

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

IN FUTURE NUMBERS

ZONING IN MARGINAL AREAS

By **GEORGE S. WEHRWEIN**

University of Wisconsin

SLUM ERADICATION IN HAMBURG, GERMANY

By **R. S. MacELWEE**

Consulting Engineer

CURRENT PROGRESS DEPARTMENT

Containing the Latest News of Planning Progress in Many
Cities and Regions Throughout the United States

BOOK REVIEWS & LISTS

Critical Reviews of Important Current Technical Books Dealing with
City, Rural, Regional, State, and National Planning

Lists of New Publications of Interest and Value to Those Concerned
with Planning

Office of Publication: 11 Oak Street, Augusta, Maine

Correspondence concerning subscriptions or advertisements
should be addressed to

GENERAL OFFICE:

CITY PLANNING PUBLISHING CO.

12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. IX

JULY 1933

No. 3

CONTENTS

Planning Geneva, Switzerland	PHILLIPS BRADLEY	103
Some Problems in Excess Condemnation	HOWARD M. BASSETT	114
Preventive Planning for Traffic Safety	EARL J. REEDER	121
CURRENT PROGRESS:— <i>Winchester Ready with Plan—Planning Facts Replace Guesswork—Tower Parkway Demonstrates Planning Benefits—Allen- town Develops Comprehensive Park System—New Function for a Plan- ning Commission—Spokane Plans By-pass System—Effect of Distance on Use of Libraries</i>		126
ZONING ROUNDTABLE:— <i>Zoning and Freeways—Private Garages—Tourists Accommodated</i>		138
LEGAL NOTES:— <i>Preservation of Parks—Zone Maps—Easement of Light and Air—Streets</i>		141
N. C. C. P. & A. C. P. I. NEWS:— <i>Spring Institute Meeting</i>		143
BOOK REVIEWS & LISTS:— <i>Reviews—Recent Publications</i>		144

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

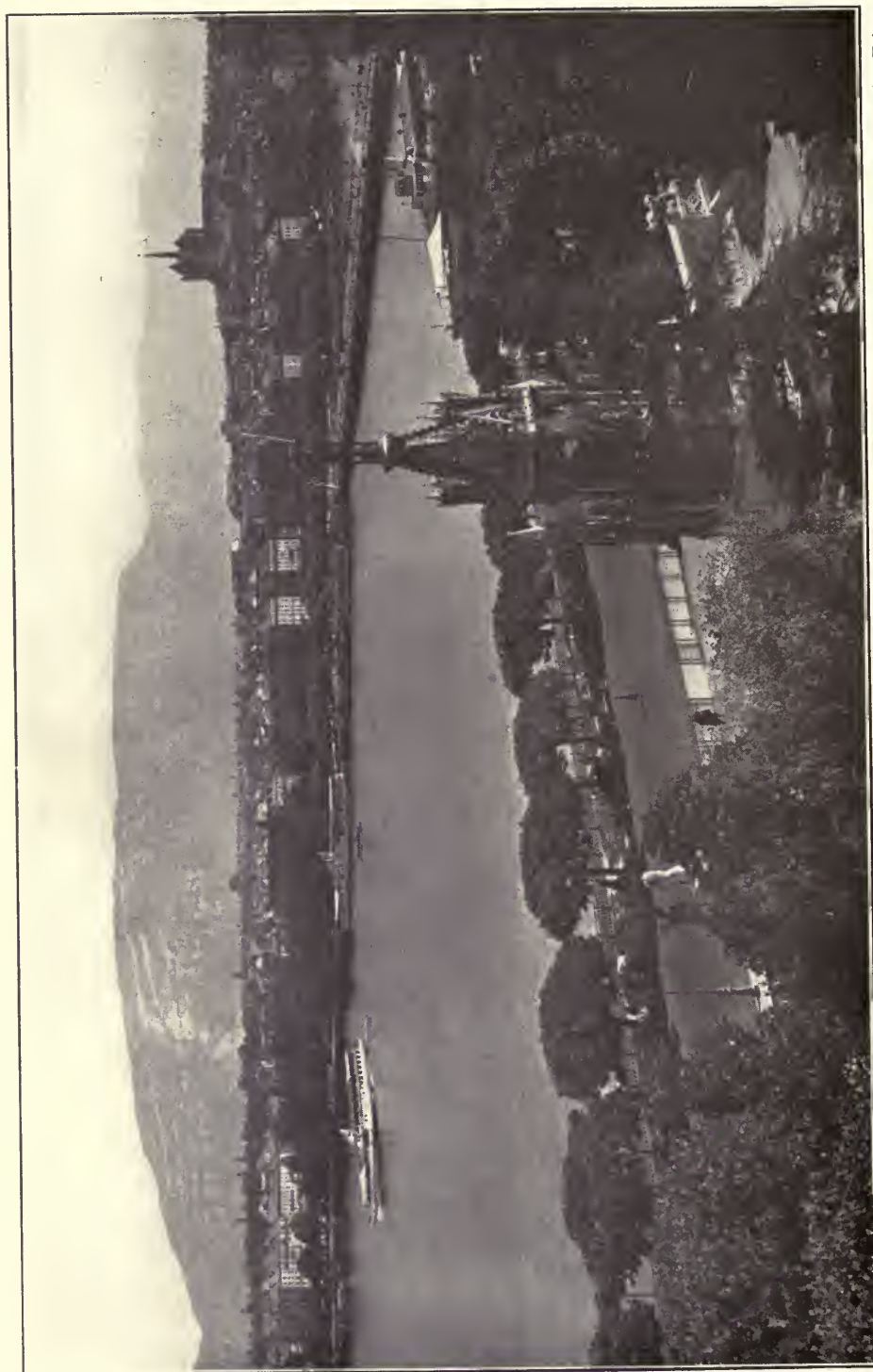
GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR
CONTRIBUTING EDITORS
EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD
ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright, 1933, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



Photograph by Jullien Frères

Courtesy of Swiss Federal Railroads

GENEVA, SWITZERLAND

The lakefront has wisely been reserved for public use

CITY PLANNING

OFFICIAL ORGAN
AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING
QUARTERLY

Vol. 9

July 1933

No. 3

PLANNING GENEVA, SWITZERLAND

By PHILLIPS BRADLEY

Department of Political Science, Amherst College

GENEVA, the city of Calvin and Rousseau, the refuge through the centuries of political exiles of every land and faith, the birthplace of the International Red Cross, and the seat of the Alabama Claims Commission, is awakening to a new life, physical and intellectual. On the intellectual side, Geneva is discovering in its post-war position as the international capital of the world a revival of ancient memories and long cherished traditions. On the physical side, the influx of the permanent staffs of the League of Nations, the International Labor Organization, and other international agencies, the periodic international gatherings, the increasing flood of tourists, and the slow but steady increase in population of the city and its suburbs have created problems of traffic, housing, and planning now being considered by both public authorities and private groups.

The selection of Geneva as the seat of the League of Nations and the International Labor Organization made certain a decided change in its hitherto placid existence as one of the principal cities of Switzerland. The old city had not substantially changed its character during a good part of the nineteenth century; the addition of some public and many private buildings, the construction of the harbor and some quays along the Rhone, and the gradual

The author is indebted to M. Guillaume Fatio of Geneva and M. Herbert—J. V. Moos, the editor of *Architecture—Art Appliqué*, also of Geneva, for the materials from which this article has been prepared. M. Moos has kindly consented to the reproduction of plans and photographs from his journal.

extension of the suburbs marked merely the normal growth of a city that combined an aristocratic culture based primarily on a flourishing banking community with a local and largely self-contained industrial development. Until recently, watches and jewelry were almost the only products of Geneva factories, the tourist trade its most profitable enterprise.

Geneva is located at the eastern end of Lac Lemman, on both sides of the effluence of the Rhone. On the south side the land rises gradually from the lakefront, ending in a higher eminence between the confluence of the Rhone and the Arve,—the old fortified center of the ancient city, crowned by the severely simple cathedral sacred to the memory of John Calvin. The land on the north bank is, in the main section of the city, much more level; the streets are, to some extent, therefore, more adapted to modern traffic conditions than those over and around the hill across the river. There is here also an older section of the city with many blocks now so unsanitary and unsafe that a movement for immediate clearance is in the final stages of decision. There are in Geneva many public buildings, ancient and modern, of some architectural merit though Geneva is not as impressive as many larger European cities in this respect. Its population of somewhat over 140,000 may, however, well preserve certain of the older areas, particularly on and around the hill, as not unworthy monuments of a distinguished past.

As the city has spread from its two centers of medieval life, adequate park areas have been preserved. A noteworthy aspect of the city is its position on the lake and on the two rivers; not only is the lakefront entirely preserved to public access, but considerable reaches of both the Rhone and the Arve banks within the city are accessible by park, boulevard, or footpath.

The climate of Geneva has both advantages and disadvantages. There is considerable fog during the winter months, and a fairly high rainfall. The combination of rain and favorable temperature makes for a varied and almost subtropical vegetation. There is one aspect of Geneva climate which has received particular attention from the point of view of housing. The *bise*, or

high wind (often of gale proportions), which blows down the lake from the high mountains to the east, bearing the chill of early melting snows on its boisterous and often rough and noisy passage through the trough-like depression between the Jura and the Salève in which Geneva lies, has caused a number of architects to propose the erection of housing units at right angles to its course.



Courtesy of Architecture—Art Appliqué

Photograph by J. Gaberell

Looking Down on Geneva

The city is located at the eastern end of Lac Lemman on both sides of the Rhone

Some parts of the present street plan may, indeed, be due to the unconscious desire of earlier planners to provide windbreaks against *la bise glaciale*.

Politically speaking, the Republic and Canton of Geneva comprise hardly more than this urban area and its adjacent farm land; by a vote of nearly two to one in 1930, a fusion of the various communes into a single municipal government was voted. The fusion considerably improved the possibility of carrying through a unified city plan for the future.

CONFLICTS BETWEEN RAILWAY AND HIGHWAY

The traffic problem in Geneva is both rail and vehicular in character. The need for the new and more adequate railroad station as the debarcation point for the new international capital needs no elaboration to those who have visited Geneva in the old days. The French and Swiss railways enter a union station—the Cornavin—on elevated tracks roughly parallel to the Rhone and



Courtesy of Architecture—Art Appliqué

Place Cornavin

The union station is at the left

the lakefront on the north side and half a dozen short blocks away at the station itself. The tracks and the railroad yards form an effective barrier to the city's spread outward from the lake; in a distance of over one-half mile between the station and the Parc Ariana there is no street crossing, while in the other direction there are only two in about the same distance. The Rue du Mont Blanc, the principal route of access to the station from the left bank is still further bisected by the new station, so that both trolley and vehicular traffic have to make an awkward S-turn in the Place Cornavin in order to get around the station and under

the tracks to the area north and west of the station. This arrangement was, apparently, the result of the pressure of neighboring hotel and commercial interests who desired to have the station centered on the Rue du Mont Blanc, on or near which many of the principal hostelrys lie.

A minor problem for the railway has been a relocation and sinking of the tracks in the Parc Ariana to obviate the noise and the unsightly equipment in the vicinity of the League of Nations buildings.



Courtesy of Swiss Federal Railroads

Photograph by C. Boesch

New Palace of the League of Nations
This group of buildings is now being constructed

The street traffic problem in the area between the Rhone and the Parc Ariana became a matter of concern with the definitive location of the League of Nations buildings there. Not only were existing streets parallel with the lakefront separated by the railway tracks from direct access to the park, but the roads near the park were quite inadequate to carry the contemplated traffic. The Route de Pregny (which will become the principal artery of traffic to the buildings) is at present little more than a narrow, winding country road. Access to the area, moreover, is difficult and roundabout. As a result of a convention between Switzerland and the League of Nations (March 26, 1929), definite obligations were placed on the Canton to provide adequate access to the area. Plans for this purpose have been developed.

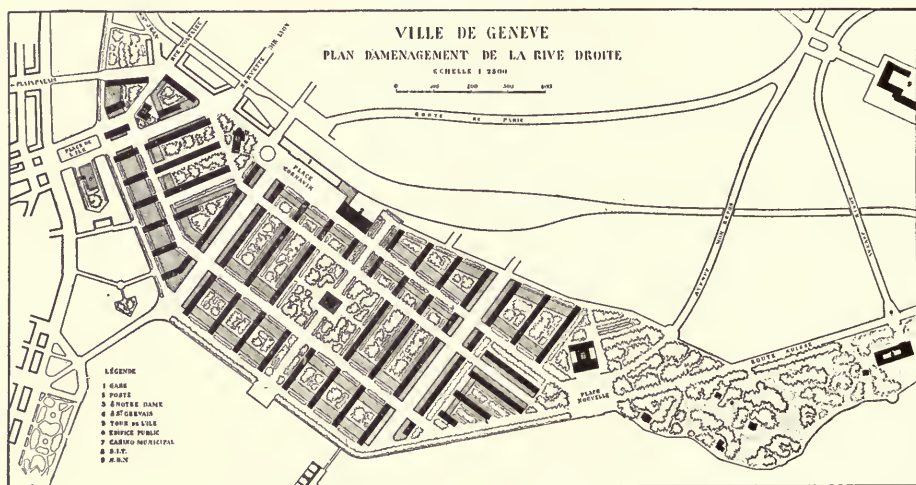
QUARTIER ST. GERVAIS

The Quartier St. Gervais is one of the oldest parts of the city, and includes along its narrow and crooked streets many of the eight hundred unsanitary apartments still remaining in the city. Despite its antiquarian interest, present plans call for the complete reconstruction of the area. There is general agreement that it will become, by reason of its central location and ease of communication, the principal retail section of the city. There will, however, be a substantial apartment-house development.

Three official proposals were reviewed by the Commission to Consider the Replanning of the Quartier St. Gervais, which reported in November, 1931. The first would merely have widened the existing streets, leaving the arrangement about as at present, and reconstructed the housing along modern lines. The second would have connected the Place de l'Ile, the principal bridge across the Rhone, with the Place Cornavin by a main artery with connecting streets running into it from the streets bounding the area. The third provided for an entire reconstruction of the area, with a large traffic circle one block from the river, two roughly circular streets one and two blocks respectively from the circle, and seven radial streets leading to the existing connecting streets outside. All three plans provided for the preservation of the two ancient churches in the area and the ornamental treatment of the riverfront. The Commission recommended the adoption of the third plan, emphasizing the primarily commercial character of the area and the consequent need of adequate street area and of communication.

In the meantime, several unofficial groups were at work. Le Corbusier submitted a plan which was a radical departure both from the existing street plan and from local architectural tradition. One of the members of the official commission, M. Braillard, resigned (before the submission of the Commission's report) and submitted a plan of his own. This plan followed—or more properly anticipated—the second official plan, providing for a main artery from the Place de l'Ile to the Place Cornavin. Only two cross streets were provided for in his plan between the riverfront and

compensate for the greater distance between buildings. They proposed to build all the blocks in the area parallel to each other at right angles to the river, as Le Corbusier had suggested, those nearer the river a block long, and those in the interior of the area in units several blocks in length. Since the orientation would be roughly north-south, the buildings would lie across the path of the *bise*. Finally, the group proposed to treat the whole right bank as a single area, the St. Gervais quarter to be the first unit reconstructed along these radical lines. (See Plan B.)



Courtesy of Architecture—Art Appliqué

Plan B. Plan of the "Group Gènevois" for the Reconstruction of the Right Bank

As a result of the adoption, with only slight modifications, of the official plan by the Municipal Council on January 18, 1933, the "Groupe gènevois" issued a strong statement in opposition to the decision. On the whole, however, the Geneva press supported it, though with reservations as to its immediate practicability. It is interesting to note that the law provides for the appointment of a commission of three architects to administer the plan, with powers, among others, "to regulate the harmonious appearance of the buildings constructed in the quarter."

The reconstruction of the right bank remains, temporarily, in suspended animation. The official plan, with the main artery

running from the Place de l'Ile to the Place Cornavin, will increase the traffic congestion at that point and render an efficient handling of both local and through traffic more difficult. The plan of the "Groupe genevois" obviates this difficulty by orienting its main artery to the west and offering straight streets from the Place de l'Ile to the main traffic routes to the western suburbs. The two treat the riverfront in essentially the same manner, while orienting the main axes of construction at right angles to each other in the rest of the area.

THE OLD CITY

The old city is at present the site of many unsanitary dwellings, as well as some of the most elegant. It is also an area of concentration of banks, public buildings, a number of churches besides the cathedral, and some of the principal shops. The steep gradients of the hill and the absence of through cross streets or convenient thoroughfares along the ridge have prevented the penetration of business on the hill itself and preserved much of its eighteenth-century architecture from substantial change.

An official commission reported in 1931 on the reconstruction of the area. Alternative plans have been submitted by at least one architect. Both plans present schemes for cutting across the hill in one or both directions, while preserving the characteristics of the old city and providing for the restoration of many of the older buildings to their eighteenth-century aspect. As one critic puts it, "Geneva never was a major citadel. The choice therefore lies between a romantic dream about what Geneva might have been and the practical considerations of present day needs and interests." Interest in preserving the antiquities of the area is not lacking.

HOUSING

The influx of foreigners, as well as the increase in population, naturally created a demand for housing, and a good many higher-priced apartment houses and a few hotels went up in the 1920's to meet this demand. But the most significant development has

just been completed. The Cité Vieusseux près Genève, erected jointly by the Société Coöperative d'Habitation and the Fondation pour la Vieillesse, both organizations operating under state supervision and with public subventions, is a Sunnyside type of development in a rural-suburban setting. The six four-story housing units of the coöperative society, set 50 meters apart in a self-contained area, contain 244 apartments of from 2 to 5 rooms each. The units are all above ground; the ground floor is given over to stores, and cellar and storage space, with three living floors above. The ground floors are arcaded on one side of the blocks of apartments, which are set in parallel units of two each, and have an additional story at the inner ends. At the corners are located the various coöperative stores; everything for complete housekeeping can be bought through these stores. At the end of the avenue running between the blocks stands the central heating plant, which is equipped with complete laundry facilities for coöperative community use. Behind this again, in an open space reserved for the purpose, will be erected a day nursery and a series of one-story, class-unit *pavillons* for the community school.

Flanking one side of the development are four three-story units of the Fondation, containing 165 one and one-half room apartments intended to rent at not more than 32 francs Sw. per month. Both developments are in the semi-modern style with much window space and simple, even severe lines. They are equipped with every convenience and are extremely economical in construction. Even the largest apartments, under coöperative management, are to rent for only 950 francs Sw. a year. Intended as they are to provide good housing for working-class families now compelled to inhabit the eight hundred unsanitary dwellings in the city, and the aged who do not care to accept public institutional support, they will, like Sunnyside, inevitably attract many non-workers. The entire development is well landscaped, has ample room for expansion as demand warrants it, and represents one of the most interesting contemporary projects in coöperative housing along garden-city lines.

GENEVA'S PROBLEMS SIMILAR TO OURS

This brief survey of developments in a city with a great historic tradition, and apparently destined to play an increasing role as one of the two or three most important centers of international



Courtesy of Architecture—Art Appliqué

Cité Vieusseux près Genève

Principal façade of a typical group of apartments

activity, indicates that Geneva is awake to planning problems similar to those faced in our own cities. Solutions, actual and proposed, are not less interesting—for their broad conceptions and progressive principles as for difficulties, economic and technical, which beset them—than those which confront the planners of other lands.

SOME PROBLEMS IN EXCESS CONDEMNATION

By HOWARD M. BASSETT

CONDEMNATION is the compulsory taking of land for streets, parks, or other public use. Excess condemnation is the compulsory taking of additional land not to be devoted to a public use but to be resold or leased. What little has been written on excess condemnation has not always pointed out the dangers resulting from its imprudent use. A better understanding of the purposes for which it is suited and a word of caution against its more extended application are urgently needed.

Excess condemnation has been employed in three general types of cases: (1) for the taking of remnants in order to replot them, together with additional land in the rear, into suitable building lots; (2) for the taking of large remnants in order to sell them at a financial profit as a speculation or for supposed economy; (3) for the taking of solid areas for the replotting of streets and the clearance of slums.¹

The City of New Rochelle, N. Y., has recently employed excess condemnation in the widening and extension of North Avenue, a principal thoroughfare. The condemnation authority was actually exercised by purchase rather than by court proceedings. Figure 1 shows the area taken for the improvement and the four "excess" parcels. The "excess" parcels numbered 1, 2, and 3 were taken not for replotting but for speculation or for economy. The motive was wholly fear that a fair price could not be secured if part only were taken.

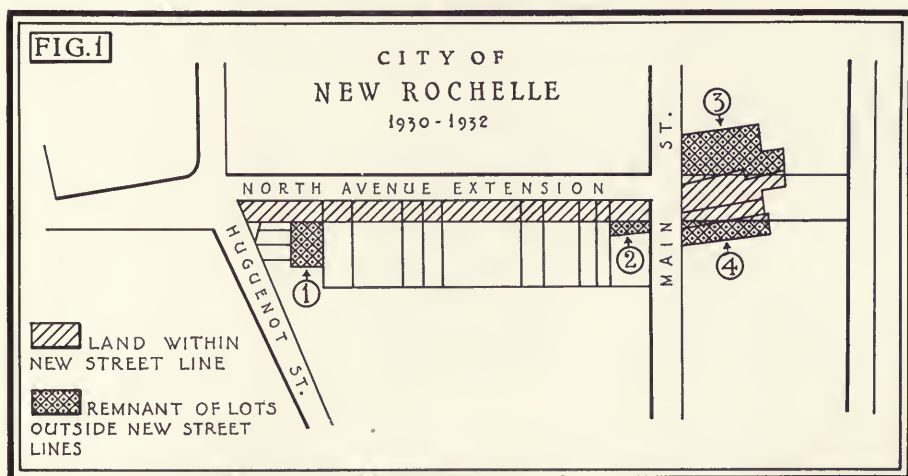
The price paid for each of these three parcels is noteworthy. The cost of the first was about \$300,000, which was more than double the assessed value. One third of the parcel was excess land large enough for the site of a good-sized store. The cost of the second parcel was more than \$500,000, including a cigar-store lease costing \$100,000. The excess land in this parcel was and is a valuable corner lot. The cost of the third parcel was also about \$500,000, which was \$150,000 more than the assessed value, and the excess land in the parcel was about 250 by 75 feet in size. In none of these cases did the new street lines make replotting necessary.

An address delivered before the Westchester County Planning Federation.

¹ A further possible use of excess condemnation is in the acquisition of land adjacent to an improvement for the purpose of imposing special restrictions upon it. For example, in developing a civic center a city might acquire the land surrounding the project and resell it with restrictions requiring municipal architectural approval. Or again, the city might condemn land abutting a parkway but outside the actual confines of the improvement and then resell it to the original or new owners, with a restriction prohibiting the erection of billboards.

The fourth parcel is an example of the taking of a left-over sliver and combining it with another remnant to make one building site. This is proper and necessary to attain the full realization of the benefits of the improvement.

Parcels 2 and 3 were occupied by substantial buildings,—a fact which is supposed to have dictated the decision to employ excess condemnation to avoid unfair condemnation damages. But in escaping the unfairness frequently experienced in condemnation proceedings, the city has embarked upon an equally perilous undertaking. Even in normal times ten or fifteen years are likely to pass before realty values and rentals show the full benefits



A Recent Example of Excess Taking

of an improvement. Moreover, the city had the power of imposing upon the lots in question a special assessment for benefit. In taking the lots the city must, of course, forego that means of partial recoupment of the cost. The city, as a tax collector, is interested in keeping as much property on the tax roll as possible. Also, the exact cost of the public improvement is uncertain as long as excess land is held. The levy of a special assessment is delayed and complicated thereby. It is common experience that the city usually pays too much when it buys property and gets too little when it sells. On the whole it is a poor real-estate dealer and should keep out of that business as far as possible.

When the power of excess condemnation was revived in New York State in 1913 by constitutional amendment, the main purpose of which was to permit replotting, one of the additional arguments advanced in its favor was the opportunity for financial recoupment.

A case in Brooklyn was cited to illustrate the need of excess condemnation. In 1905, in the widening of Livingston Street, excess condemnation was not employed because it was not available. The street runs parallel to Fulton Street and the purpose of the widening was to relieve the overcrowded condition of Fulton Street. A 30-foot strip was taken along one side. The awards for damages amounted to almost \$2,000,000, which was 57 per cent more than the assessed value of the entire property, of which but one third had been taken. The condemnation commissioners undoubtedly awarded excessive damages, since the remaining lots still had a depth of 70 feet and were so improved by the widened street, despite the lesser depth, that instead of being reduced to worthlessness, as one might infer from the damages awarded, they became in six years twice as valuable, according to the assessed valuation. A special assessment for benefit for only one quarter the cost of the improvement was levied upon perhaps too large an area. By special state legislative act it was canceled. This case and a hundred others like it are strong arguments for reform in condemnation procedure, but one may well doubt that the remedy for faulty condemnation procedure is the employment of excess condemnation.

A few years ago, the City of Rochester, N. Y., took a wide strip of cheap land in the interior of a large block and opened a street known as the Extension of Devonshire Court. Four small dead-end streets were also connected at the same time. The undeveloped and inaccessible land, now having a street frontage, was resold by the city at public auction for the amount of the cost of the improvement. It would seem that the simpler method of opening the street and imposing a special assessment upon the abutting land would have served the purpose just as well and would have avoided the dangers resulting from putting the city into the real-estate business. This is the only case known in the United States in which excess condemnation has been employed successfully for financial recoupment.

If it were for uses such as those illustrated in the New Rochelle, Brooklyn, and Rochester cases, excess condemnation would probably not have come into existence, because of our deep-rooted American tradition against government engagement in unnecessary private business.

HISTORICAL DEVELOPMENT

Few people realize that there is any history behind the recent uses of excess condemnation. New York City began to employ excess condemnation in 1812 under a grant of power from the state legislature. Between 1812 and 1832 this city took at least twenty-four plots as additional lands in the street-opening proceedings for Third, Fourth, Sixth, Thirteenth, and Fourteenth Streets, Seventh Avenue, Cedar Street, Lewis Street, Exchange Place, and Lafayette Place. Of these twenty-four lots, at least fifteen were remnants less than 50 by 100 feet; two lots were each equal in size to 150 by 100 feet.

The remnants, with few exceptions, were sold to adjoining owners. The advantages were not in profits derived from the resale of the surplus land but in the increase of the taxable values due to the consolidation of remnants into lots of proper shape and size.

It was not until 1834 that the constitutionality of excess condemnation came before the courts. In extending Albany Street through Trinity Churchyard, the city proposed to take a narrow strip of land adjacent to the improvement. (Note that a cemetery lot need not be of any great size to fulfill its modest function.) The Supreme Court held that the taking of the excess land was not for a public use or purpose and hence was unconstitutional. This decision was affirmed by the Court of Appeals and was adopted as sound law in many other states. Albany Street was never cut through to Broadway. Thus excess condemnation, after a brief but brilliant career, died in the place of its birth, New York City, only to spring up with greatly increased vigor upon European soil. England adopted the practice of excess condemnation in 1845, France in 1850, Italy in 1865, and Belgium in 1867.

During the period from 1855 to 1889, the City of London exercised the power of excess condemnation in forty-five street proceedings. The amount recouped through the sale of surplus lands was \$26,000,000. In the next twenty-five years excess condemnation was employed in forty-five more cases, from which \$23,000,000 was derived from the sale of surplus land. These large figures are noteworthy, for the effort went far beyond the mere handling of remnants of lots and became a very ambitious policy of slum clearance.

One undertaking in particular had a bearing upon the revival of the subject in the United States because of its conspicuous success. Twenty-eight acres constituting a large slum area were condemned in the center of London. A new 100-foot street, the Kingsway, was put through the center of the area, running from Holborn to the Strand, a distance of about three quarters of a mile. Over 600 buildings were demolished at a total cost of over \$24,000,000. But the most striking fact was this: the remaining land was so benefited that it became probably as desirable as any business property in London and sold for enough to cover the total cost of the improvement and to pay the expense of building a traffic tunnel under the new street. Many handsome buildings were immediately built where insanitary slum structures had once stood. In the history of city planning very few acts of municipalities will ever reach the degree of success attained in this Kingsway excess condemnation in London.

The slum areas in the manufacturing centers of England and the continental cities were insanitary to a degree which we find hard to appreciate to-day. No space was left for light or ventilation. Dilapidated and overcrowded structures caused the death rate to mount to thirty, forty, and fifty per thousand of population annually. This was the period which Charles

Dickens depicted so vividly in "Oliver Twist" and other novels. Drastic steps were needed and drastic steps were taken.

In Glasgow, eighty-eight acres in the heart of the city were renovated, thirty new streets were laid out, and twenty-six were widened. These vast undertakings were primarily matters of slum clearance and demolition of insanitary areas, and only incidentally excess condemnation as accessory to street widening. The essential quality, however, was the same, namely, the compulsory taking of land not for public use but for resale to private owners in a better condition.

These schemes of slum clearance were first undertaken with no intention of municipal ownership, but as the movement progressed the municipalities became heavily involved. Furthermore, the tenants evicted from one area moved into the next and produced increased congestion there. The resort to slum demolition as a means of rendering conditions more sanitary merely put off the real solution of the housing problem.

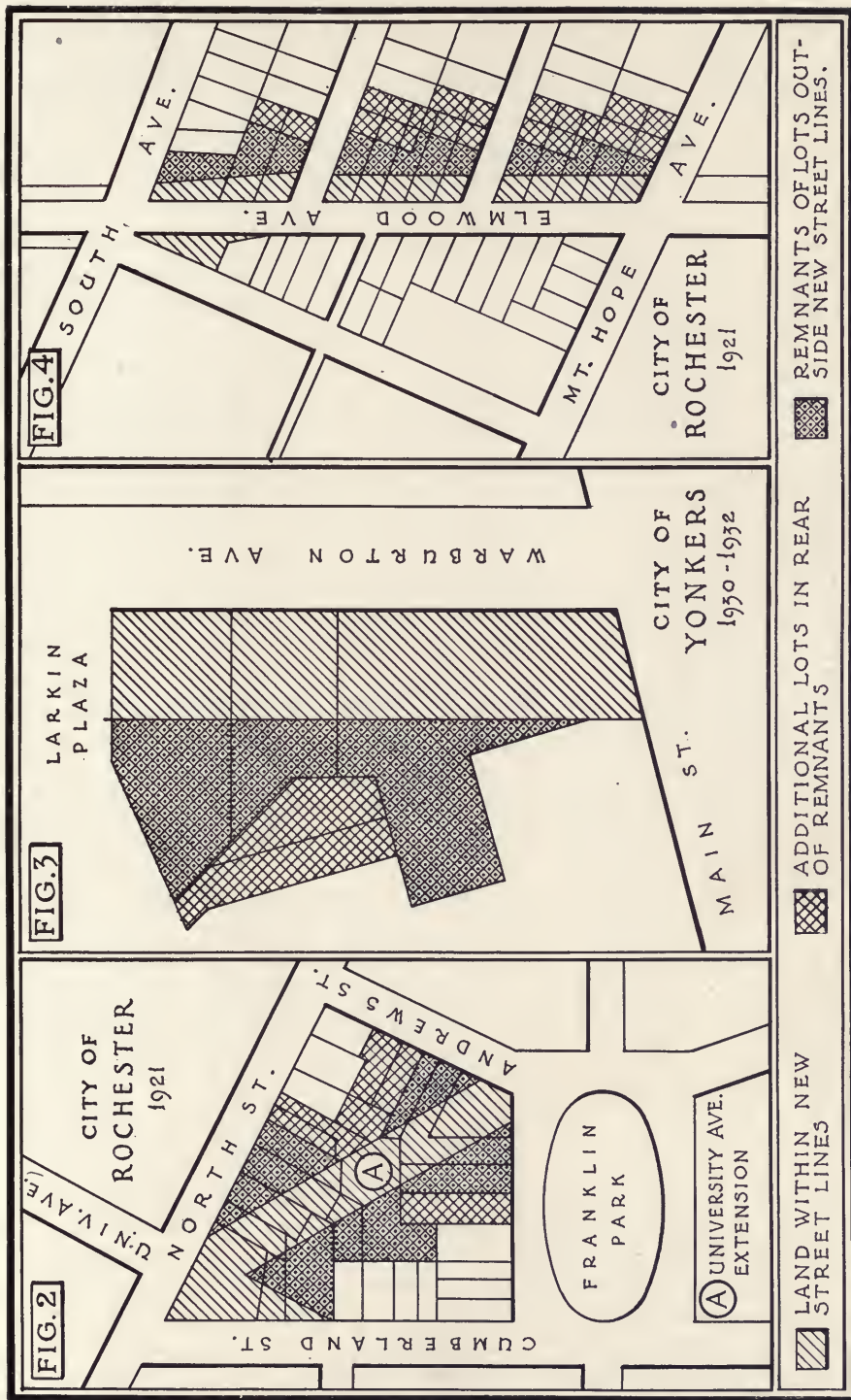
REVIVAL IN THE UNITED STATES

Excess condemnation was at a standstill in this country for fifty years after the Trinity Church case and the other decisions that followed it.

By about 1910 we find in New York City nothing but trouble dogging the steps of officials seeking to widen streets or develop new streets in the old business areas. Mr. Lawson Purdy, for ten years President of the Commissioners of Taxes and Assessments of New York City, made a study of the havoc left in the wake of a half dozen street widenings. He found that in many cases small lots or long slivers of land were left which were unsuitable for business occupancy, and some were held for high nuisance value or occupied by billboards and shanties. The most prominent example in New York City and the one most responsible for stirring up public indignation was Flatbush Avenue Extension, a new street cut diagonally across the downtown business section for a distance of almost a mile and forming perhaps the most important bridge approach in Brooklyn. At least two score lots were left, none of which was large enough for the site of the most modest business building. This approach to the Borough of Brooklyn, which might have been magnificently developed, is still after twenty-five years an ugly gash across the landscape.

An amendment to the New York State Constitution, providing broad and comprehensive powers to employ excess condemnation, was finally submitted to the voters in 1911 and was defeated. Two years later the same amendment, limited in scope and applying only to cities, was submitted and approved.

One might suppose that such a useful instrumentality as excess condemnation would have spread throughout the country, but such was not the case.



THREE ILLUSTRATIONS OF THE USE OF EXCESS CONDEMNATION

Only four other states, Massachusetts, Ohio, Wisconsin, and Rhode Island, adopted amendments during the next decade. To this list can now be added Michigan and California, which adopted amendments in 1928.

Illustrations of the use of excess condemnation are fewer than might be expected in a country where cities have been rapidly growing.

University Avenue Extension in Rochester, N. Y., was a new street cut diagonally across the middle of a block to connect two important existing thoroughfares. Figure 2 shows the remnant lots which were reassembled into suitable building sites and sold.

Warburton Avenue in Yonkers, N. Y., was a 50-foot street widened to 100 feet in the block shown in Figure 3. The total frontage is about 250 feet and comprises three lots. The excess land in these three lots, being quite shallow as well as irregular, was taken in order to reassemble them with the two additional lots in the rear to form one or two valuable business sites. The condemnation awards are at present the subject of litigation since they appear to be excessive.

One of the best known illustrations comes from Rochester, N. Y., where Elmwood Avenue was widened from 50 feet to 100 feet by the taking of approximately half of each lot abutting on one side of the street (see Figure 4). An additional 50 feet was therefore taken at the rear of each lot and new lots of the normal 100-foot depth were platted. This, of course, would have been impossible without the use of excess condemnation. Probably a dozen other cases exist in the United States.

At one time the interest in excess condemnation was very great. With the advent of city planning by regulation, this interest subsided. Excess condemnation is, however, a very useful and in some cases indispensable instrument for realizing the full benefit of street improvements. It is substantially an instrument for replotting left-over parcels of land. In some cases it has been used with success in slum clearance. However, its use to escape the hazards of condemnation damage awards has not proved wise nor beneficial. Too often the result has been mere speculation with the people's money in a real-estate enterprise as perilous as the condemnation proceedings it sought to avoid.

ARCHITECTURE IN THE COMMUNITY

That your building should confer merit on the marketplace is better than that it should attract undue attention by its singularity. That, I think, is the great lesson that we have to learn; we have to make a contribution which will enhance the beauty of the whole, not merely dominate by the prominence of the particular part.—
SIR RAYMOND UNWIN in *Journal of the Royal Institute of British Architects*, Jan. 28, 1933.

PREVENTIVE PLANNING FOR TRAFFIC SAFETY

By EARL J. REEDER

Traffic Engineer, National Safety Council

THE free circulation of street traffic is as vital to a city as is the free circulation of blood to the human body. When that circulation is normal,—unobstructed and safe,—the city can live and grow. But when the circulatory system—the streets and highways that supply the business cells with the nutriment of trade on which they live—becomes inadequate, growth of the city is stopped and, often, decay sets in.

Traffic accidents and congestion constitute the failures in free circulation. Though they are different in effect, they result from the same causes,—conflict, confusion, and disorganization. But of the two, accidents are more clearly defined than congestion because they are occurrences that can be described accurately by time, location, and circumstances. They can be compiled, charted, and mapped in a manner to which congestion does not lend itself readily. Furthermore, their cost can be expressed in terms of damage, injury, and death. They are tangible evidences of traffic failures.

The prevention of accidents is one of the best safeguards of adequate traffic circulation. Definite things can be done about it because accident prevention is tangible. The purpose of this article is to discuss planning for the prevention of traffic accidents and thus to encourage the giving of more attention to this aspect in planning city streets and restricting their use.

PRINCIPAL TYPES OF TRAFFIC ACCIDENTS

From the standpoint of this article, accidents may be divided into three general groups: (a) those involving drivers who are abnormal, either temporarily or permanently, in mentality, senses, physique, or skill, and as a result do not react normally to traffic emergencies; (b) those involving abnormal vehicles that do not respond to normal methods of operation as others do and are apt to act unlike other vehicles; and (c) those involving inadequate roadways or streets on which even the normal driver and the normal vehicle may get into trouble.

In planning city streets it is impracticable to try to safeguard them against all of the peculiarities of abnormal drivers and abnormal vehicles. It may be said, then, that the safe street is the street on which the normal driver of a normal vehicle can operate with reasonable care without accidents. Traffic planning should have as one of the important objectives the making of city streets safe for normal drivers of normal vehicles. Education and enforcement are the proper agencies for eliminating the abnormal ones.

The accident experience of the past must be the guide for safeguarding our arteries of travel in the future. The best criteria for forecasting the accident experience on a new or improved street are the types of locations and the circumstances of former accidents. Such information has been accumulating over a period of several years, increasing as accident records and reporting have been improved. More remains to be done in assembling and interpreting such information, but there are already some clearly defined requirements of preventive planning for traffic safety. These relate somewhat differently to major streets and minor ones, and the discussion here will be subdivided on that basis.

PREVENTION OF ACCIDENTS ON MAJOR STREETS

One of the most important requirements of safety on major streets is *proper selection of the streets* that are to be so developed. In a central western city, a state route that was brought up to the city limits on a four-lane highway is continued into the city over a street that is too narrow for vehicles to pass in opposite directions between vehicles parked at the curb on opposite sides. It traverses a densely populated district where parking at the curb is common and where pedestrians in the street are numerous. This route crosses one of the most densely traveled streets in the city at grade in a complicated seven-point intersection over which a railroad is carried on a viaduct. It crosses several other important streets and finally joins an important state and federal route at a corner of a university campus, where pedestrian traffic is very heavy at times. Beyond that point the two routes pass along one side of the city's largest business district.

An alternate route has been proposed. It will by-pass the main business district, will traverse a four-lane street for much of its length within the city, and will have the protection of stop-and-go signals at all important intersections with streets carrying dense traffic. It reduces the mileage of travel within the city.

These routes exemplify some important principles in the selection of major streets. While important streets leading directly into the business districts are necessary for business purposes, routes that carry through traffic should be so established as to *avoid business districts*. Though accidents in business districts are seldom as severe as those in other areas where higher speeds are possible, they are almost invariably much more frequent because of the greater opportunities for conflicts with parked cars, others in the act of parking, moving traffic, street cars, safety zones, and pedestrians, all in a street that may be no wider between curbs than it is in other districts where parking is less common, pedestrians are fewer, and street cars are less frequent. The streets of the business district should be reserved largely for business traffic, and attractive by-pass routes should be selected and developed for those who desire to avoid downtown congestion and hazards.

Again, *dense population and dense traffic do not mix safely*. Dense population means many parked vehicles, more pedestrians, and often much playing in the street. To try to make a street through such a district a major thoroughfare is to introduce street uses that can produce only hazards and congestion. Any appreciable amount of parking at the curb can be provided only at a sacrifice of speed of the moving traffic. Dense pedestrian traffic, and particularly children playing in the streets, must mean little vehicular traffic if safety is to be assured. Even if there are plenty of playfields, a densely populated district is a dangerous traffic area because such fields concentrate pedestrian traffic although they discourage playing in the streets. Such districts should be avoided in the selection of major streets.

Large schools, stadiums, auditoriums, and industrial plants should be avoided, so far as practicable, in selecting such routes. In addition to pedestrian and parking problems, they often develop very high peaks in the traffic demand that make adjacent streets unsafe and particularly unpleasant for through traffic. Conversely, when sites for such concentration points are being selected, established major thoroughfares should be avoided.

Another important requisite of preventive planning for traffic safety is *proper safeguarding and controlling of traffic* on major streets. Many a street-widening project that was promoted in the name of safety has, to the consternation of those who pleaded for it on that basis, been a scene of wreckage and carnage from the day it was opened because the proper safeguards and regulations had been overlooked. Smooth and wide, the new pavement presents a temptation to "step on the gas." The new pavement is an invitation to a greater amount of traffic, as it should be, but without the proper safeguards this additional traffic may find itself in death-dealing confusion. Before a new street or highway is opened to traffic, the desirable safeguards should be installed.

One of the common errors is to fail to *protect pedestrians*. To select a safe time to cross from curb to curb of a busy six-lane street is almost futile. However, a *pedestrian island* in the crosswalk at the street center line provides security that is not only imagined but actual. Every street that can handle more than four lanes of moving vehicles should have such islands along the center line at every important crossing, so that pedestrians may have a place to stop after crossing half of the street and wait in safety for an opportunity to cross the other half.

If it is anticipated that traffic will be so dense that there will be few adequate intervals to cross the street in safety, *stop-and-go signals* may be necessary for pedestrian protection, even if vehicular traffic conditions would not warrant them. If the pedestrian volume is quite variable or is so small that operation of the signals on a predetermined schedule would be inefficient, the signals may be controlled by pedestrian actuation, through conveniently located push buttons at the ends of the crosswalks.

If a large pedestrian movement exists at only short periods of the day, as at schools, it may be necessary only to have *traffic officers* stationed at such points during the times of day when traffic control is needed and only on those days of the week when the problem exists. This avoids the need for installing signals that need to be used only a part of the time.

If pedestrian traffic is to be particularly dense at a limited number of locations or can be concentrated largely at a few crossings, *pedestrian subways* may be practicable. If the need for such subways can be anticipated, they should be provided in the original street construction job. Otherwise, the cost will be increased, and with the prospect of considerable inconvenience to traffic, both the public and officials are certain to oppose the installation until the hazards and inconvenience to the pedestrians become considerably greater.

If the new street is to have a street-car line, *safety zones* may be necessary at important loading and unloading points or transfer points. Of course, a so-called safety zone can be painted on the pavement surface at any time, but such zones are entirely inadequate for the protection of pedestrians in most cases, and the best time to install raised safety zones with substantial protection is when the street is being improved. The amount of street-car traffic can be estimated closely in advance and there is probably less justification for omitting these safety zones than for omitting any other type of safeguard.

Back in 1929 in a middle-western suburban town, a new forty-foot pavement one and one-half miles in length was opened to traffic. It was a continuation of an important thoroughfare in the city to the south, but it had been little used before because it was unpaved and traversed a very sparsely populated section. Anticipating serious trouble, the police department urged the street department to equip the street with adequate safeguards before opening it to traffic, because there were some important cross streets, and high speeds on the new pavement were anticipated. But, as is often the case, the temptation to use the new street at once was so great that the possibility of accident was not considered.

The expected happened. In the short period of a few weeks, three deaths and a number of other accidents were the toll of unprotectedness. Then, illuminated stop signs and vivid pavement markings were installed at the three important intersections, and there have been no fatalities and few other accidents since. The necessity for these safeguards could have been anticipated—in fact it was—but no action was taken. Had it been done, the three victims might still be alive and several injuries might have been avoided.

This is not a plea for indiscriminate use of signs and signals along new streets, particularly those carrying heavy traffic. That can be easily overdone. However, a new street should be safeguarded in accordance with the conditions for which it is designed, or, at any rate, to the extent to which

those conditions are expected to exist when the street is opened. Traffic volumes can be estimated, probably more closely on the intersecting streets than on the new thoroughfare, but sufficiently close to determine whether traffic signals will be necessary according to recognized criteria. Obstructions of view across the corners of the intersections can be located in advance and, with estimates as to speeds, critical speed computations can be made for the intersecting streets to determine whether either stop signs or slow signs with stated critical speeds will be needed for protection.

PLANNING MINOR STREETS FOR SAFETY

The planning of minor streets for safety involves some of the same principles as planning the major ones. This applies particularly to safeguarding although the required protection may be more limited. Safety zones may not be needed. Being narrower, the streets will probably not need safety islands. Signals will seldom be necessary. The treatment of isolated intersections is apt to be the major problem.

In new construction, offsets, bad curves, and extreme grades should be eliminated in the original design. But conditions adjacent to the street may affect the safety of traffic. On minor streets, intersections with other minor streets may be poorly defined. With little cross traffic to call attention to an intersection at a corner where the view is obstructed, the driver may find himself in danger of collision before he realizes that other traffic is near.

Fortunately, such conditions can be foreseen and corrected, either by the *elimination of obstructions of the view*, such as hedges, shrubbery, fences, and embankments, or by signs requiring traffic either to stop or slow down to a stated speed in approaching from one or more directions. If possible, the view obstruction should be removed, for this is the permanent solution of the problem and it requires less restriction of traffic movement and a smaller investment in equipment. A serious accident hazard may be established in beautifying a corner with shrubbery, hedges, or an ornamental fence.

Critical speed computations show that for speeds of twenty miles an hour on intersecting pavements thirty feet wide between curbs, an obstruction of view equidistant from the intersecting curbs must be at least twenty-six feet from them. Many a city has tried in vain to have a hedge or group of shrubs removed when accident experience had shown that it was obstructing the view across a corner. The best time to prevent such obstructions of view is before the obstructions are built or planted.

Safety planning should be an aggressive and continuous activity. It is no longer necessary to wait until a street improvement has been made to see what hazards will exist. With the accumulation of accident records and experience in accident prevention, preventive planning for traffic safety is becoming an increasingly important part of municipal traffic administration.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK

LAWRENCE VEILLER

HAROLD S. BUTTENHEIM

ARTHUR A. SHURCLIFF

CHARLES W. ELIOT 2d

GORDON J. CULHAM

WINCHESTER WAS READY WITH A PLAN

Winchester was one of the early Massachusetts towns to adopt a zoning by-law and to prepare a town map. Our zoning by-law, which has been in operation nearly ten years, has been of great assistance in directing and encouraging the development of the town primarily as a residential community



Courtesy of Robert E. Fay

Aberjona River before Improvement

of better-grade houses. It is the practice of the Planning Board to study the zoning map frequently, in the light of changing conditions, with a view to rezoning by extending the residence districts. From time to time, on recommendation of the Board, the Town has changed industrial and business districts to residence districts.

A recent instance of such rezoning is of more than usual interest. It consisted of reclaiming from industrial and business use large areas along the valley of the Aberjona River in the northerly part of the town, by means of various improvements, some already accomplished and some still in progress.

These improvements have been effected by utilizing the labor of the unemployed group during the past two years. Before the depression began, careful plans had been worked out by various committees and boards, with the assistance of a competent landscape architect, for the improvement and beautification of this section of the river. At one point the river flowed through marshy, waste land, with weeds and bushes along the banks; its numerous lagoons and pools made fertile breeding places for mosquitoes. *When it became necessary to give work to the unemployed, here was a plan carefully formulated and ready to be carried out.* Funds contributed in part by popular subscription and raised in part by taxes were made available for the prosecution of the work. More than \$150,000 has already been expended. The bed of the stream has been cleaned, new channels have been dug in some places and



Courtesy of Robert E. Fay

Aberjona River with Improvement Nearly Completed

islands have been made, low adjoining land has been filled, and ornamental dams and bridges have been constructed. The river is now attractive for canoeing. Where the river adjoins a playground, a children's bathing beach has been made. Some of the land adjoining the river has recently been acquired by the Town at nominal cost and converted into park land with walks and shrubs and trees. The result is that substantial areas, originally zoned for industrial development and unsuitable for residences, have become desirable building lots, and near-by residences already constructed have become more valuable.

Incidentally, the good example set by the Town has encouraged industrial plants located near the improved areas to beautify their own premises with rock gardens, evergreen trees, and shrubbery.

W. L. PARSONS,
Chairman, Planning Board.

PLANNING FACTS REPLACE GUESSWORK

One of the most important responsibilities of a planning commission is the consideration of requests for amendments to a zoning ordinance.

If zoning restrictions are to be intelligently and judiciously administered, a fine-tooth comb should be run through practically every proposal for amendment presented. A plea for a change which appears as a mere speck on a small-scale zone map rarely stands out in its true importance. Very often when the property is actually scrutinized in the field where the attendant effects appear in their correct proportions, a different viewpoint is reached.

Through ignorance, or pure chicanery, property owners almost always quote facts and figures to strengthen arguments in their favor and present them so convincingly that even a committee of qualified technocrats might capitulate, let alone a planning board. A popular form of plea is the one presented in melodramatic fashion staged to melt the heart of a Scrooge. When subjected to a microscopic analysis, however, it often turns out to be a bit of highly elaborated showmanship having little or no relation to the true facts.

Safely entrenched behind irrefutable data, a planning commission is better able to cope with attempted invasions by petitioners seeking amendments for personal gain, the granting of which would prove detrimental to the interests of others.

The law of supply and demand has not as yet played an important enough part in the establishment of use districts. In the embryonic stages of zoning, many ordinances were prepared with insufficient knowledge of actual requirements, the result to-day being an embarrassing over-supply of various uses. Milwaukee is no exception to this experience. Late in 1928, eight years after the zoning ordinance was put into operation, a field survey of all local business districts was conducted disclosing the fact that the city was sixty per cent over-zoned for this use. Following this, a similar survey was made of all apartment-house districts and here it was discovered that only fifteen per cent of the total area zoned was actually being used for the purpose intended. Obviously, this is the result of off-hand assumptions resorted to in the earlier stages of zoning.

Since one person's guess is as good as another's, it is not only wise but imperative that zoning authorities eliminate all questions of doubt by actually finding out in the very beginning just what the correct facts are.

During the past several years there have been many conflicting statements as to the quantity of industrial property available for development in the city of Milwaukee. Opinion has been equally divided, leaving the controversy in a nebulous state. In order to push the question off "dead center" the city planning staff of the Board of Public Land Commissioners made a comprehensive survey of all districts zoned for industrial use.

Supplementing the information secured from the local insurance atlases with an actual field survey it was possible to determine quite accurately the size and location of parcels of land not now used for industrial purposes. Out of a total of 3070 net acres¹ zoned for industrial use, 1100 acres, or 36 per cent, are unused and available for industrial development. The parcels vary in size from one tenth of an acre to one hundred seventy-eight acres, and are fairly well distributed throughout the city. While many of the smaller units are occupied by residences, and so forth, by far the greater percentage is vacant. Some of the vacant areas are adjacent to, and owned by, existing industries. It was assumed these are being held for future expansion purposes. When the vast amount of property zoned for industrial use by the County in the unincorporated areas adjacent to the city limits is added to that available for use within the city, there seems to be no justification for the statement that there is a prevailing shortage.

CHAS. B. BENNETT,

City Planning Engineer, Milwaukee.

TOWER PARKWAY DEMONSTRATES PLANNING BENEFITS

When John Brockett surveyed and laid out—nearly three hundred years ago—the nine squares forming the Colony of New Haven, he possessed foresight in providing a width of sixty-six feet for the streets surrounding the squares, but with the passing of time these highways have not been kept free from encroachments. Some of the streets are now so narrowed that traffic is impeded, and it is a question whether the original width can be restored.

Five years ago Elm Street, one of the major streets laid out by Brockett, was shown to be carrying a traffic stream of over ten thousand vehicles during a twelve-hour period on an ordinary day. The count was taken at the junction of Elm and York Streets, at Broadway.

To give relief from that congestion, the City Plan Commission in 1926 planned to extend Grove Street in a westerly and southerly direction, so as to relieve the traffic stream of Broadway, thereby providing another highway, east and west, through the central portion of the city. Grove Street is about

¹Net acres exclude public thoroughfares, main-line railways, and waterways, which traverse industrial districts.

nine hundred feet northerly from and parallel with Elm Street. Its traffic was light.

Vigorous opposition was expressed toward the Commission's plan, and many wordy battles were waged. The "Yeas" gained a victory, however. Soon the removal of obstructions along the extension was under way and a total of sixty buildings was removed.

Some seventy-five years ago, York Square was in its prime. A private park, it slumped into an unkempt area, and gave an air of listlessness to the neighborhood. The laying out of the new street through the Square with safety islands set in the roadway between the high schools, gave a quickening impulse to the scene. New life found its way into a neglected section. Neither the safety of the pupils nor the morale of the schools has been jeopardized, and more sunlight for the schools has been gained.

Many of the areas adjoining the new street lines have been acquired by Yale, and some of the finest examples of University Gothic Architecture have been erected there. The new street has been named Tower Parkway, in honor of the late mayor, John B. Tower, who was in office during the carrying out of the work and who was enthusiastically interested in it.

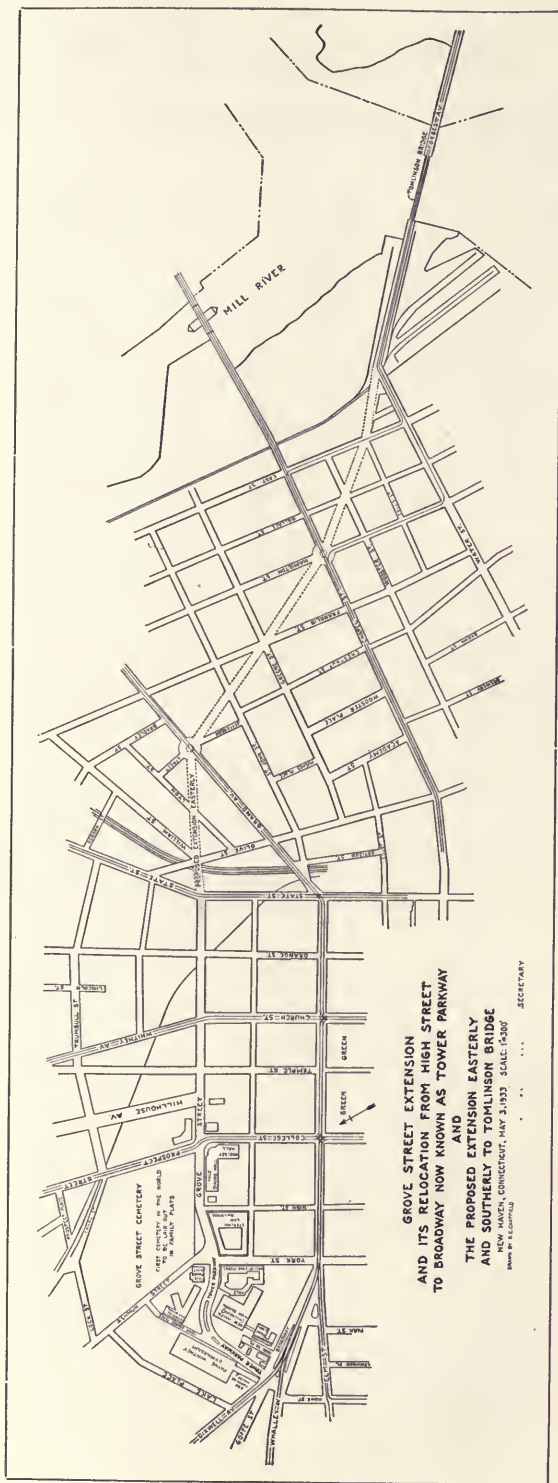
The City Plan Commission is now viewing the situation at the easterly end of the street. It is now found desirable and very worth while to extend Grove Street easterly from State Street in such a way that it shall meet Tomlinson Bridge, the main shore route to Providence and to Boston.

The proposed street would be sixty feet wide with traffic circles at the intersections of important streets. The layout easterly to Grand Avenue has the approval of the City Plan Commission. From Grand Avenue to Tomlinson Bridge it would extend through a district formerly favored with factories. The factory use is being lessened to a large extent, leaving the section as an area suitable for developing playgrounds and other community features.

The "New Township," as the section southerly of Grand Avenue was known, has changed in recent years in respect to population and uses. Many of the houses built over a hundred years ago have suffered much from the ravages of time, and should be replaced with modern tenements. Since it is too early to make definite plans for any one square, it is probable that land for redevelopment can be secured at favorable rates. The whole area is not far from the retail business part of the city and the question has been asked frequently, "Is not this the place to develop modern housing?"

Prevented from going forward to establish new streets, playgrounds, and parkways, the City Plan Commission must bide its time until financial matters are improved. Meanwhile plans are held in storage, as it were, until the time is propitious to carry on changes which are destined to be of great advantage to the city and to its people.

EDWARD S. NETTLETON,
Secretary, City Plan Commission.



NEW HAVEN. TOWER PARKWAY DEVELOPMENT

ALLENTOWN DEVELOPS A COMPREHENSIVE PARK SYSTEM

When the preliminary report of Mr. B. A. Haldeman on the Extension and Improvement of the Street and Park Systems revealed that the City of Allentown, Pa., was far short of the ideal in park area several years ago, the City Planning Commission resolved to focus its attention upon remedying that condition. There had been some attempt to acquire park areas for public use, and numerous small tracts of land had been dedicated by generous real-estate developers, the largest tract being 11.55 acres, but with many dedications averaging less than an acre it was evident that the increase of park land was not keeping pace with the growth of the population. The total park area at that time was 34.56 acres, or about one acre of park for each 2300 persons.

The small parks owned by the City combined with the parcels dedicated by developers formed a well distributed system of open spaces to supply the present and much of the future need for neighborhood parks and playgrounds, but there was no park of sufficient size to accommodate the large numbers of people desiring the freedom of the outdoors on holidays. An ideal tract with woods, meadows, and a splendid trout stream called the Little Lehigh Creek was available near the built-up section but it was in numerous private ownerships, and trespassing was prohibited. This stream has an unusual constancy of flow, with no noticeable reduction of volume even in the driest summers. This characteristic makes it desirable not only for park purposes but also indispensable for the city water supply, a large part of which is obtained from the stream, filtered, and supplied as drinking water.

With these facts before it, the Planning Commission urged the Bureau of Water to acquire a large part of the creek valley to protect the stream from pollution and to save the meadows from the encroachment of industry. The Director of the Department of Parks and Public Properties, under whose supervision the Bureau of Water functions, had surveys made and maps prepared, after which the necessary legal measures were taken to acquire the land on both sides of the creek for a distance of four miles. Some of the land was given to the City by public-spirited citizens. Other parcels had to be purchased or condemned.

Since acquiring this tract the Bureau of Water has built nearly two miles of concrete highway, twenty feet wide, along its boundary and an arch bridge over the creek. The stream has been widened at the bridge, and the banks cleared of dead brush and objectionable undergrowth throughout the length of the park, care being taken to preserve its natural beauty and to remove only that which spoiled its charm. During 1932 surveys were made for the

purpose of extending the park area upstream half a mile to connect with a large tract developed as a golf course by the Lehigh Country Club. When acquired this will increase the park area thirty per cent.

The total amount of park area now owned by the City amounts to 476.41 acres, or about one acre of park for each 200 persons. Allentown has thus overcome the deficiency in its park system and is now developing a system of parks and playgrounds designed to fit the needs of all classes of population; but the program does not stop there. The City has plans for the extension of that system and is prepared to enlarge the park area from time to time in the manner most suited to economical development and to the growth of population.

All the surveys for the acquisition of the park property, and surveys, plans, and specifications for the construction of roads and bridges have been made by the Bureau of City Planning, which was established to do the engineering work of the Planning Commission.

ARTHUR A. CASSELL,
Engineer-Secretary.

NEW FUNCTION FOR A PLANNING COMMISSION

A Building Bureau has recently been made an integral part of the Los Angeles County Regional Planning Commission. It has the customary functions of enforcing the provisions of the building code adopted by the County. The administration of such a code from the office of a planning commission may seem a somewhat radical departure but the close relation between zoning, the protection against land overcrowding through the establishment of building lines, the regulation of various changing occupancies involving alteration in old buildings, and other similar matters make this an ideal set-up in Los Angeles County.

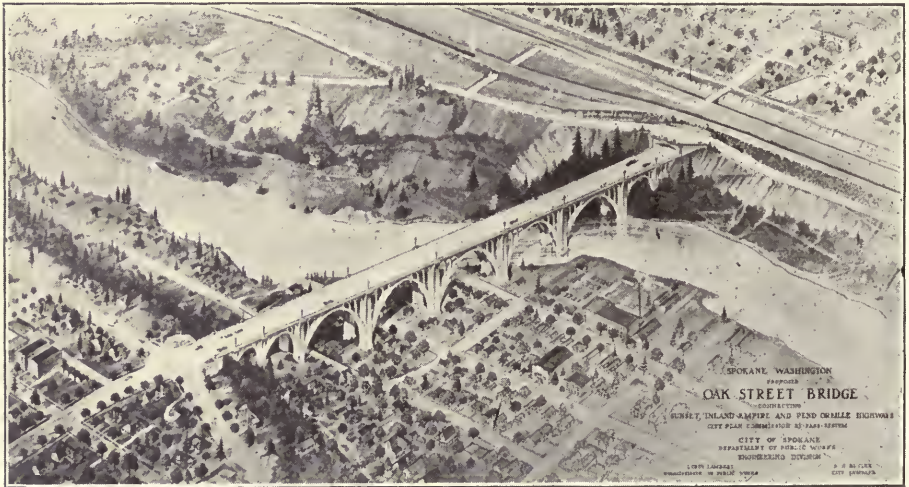
For years, permits for every new structure in the county have been required under the provision of the zoning ordinance, but although these were called building permits, they were in reality certificates of conformity with the zoning ordinance in the matter of use. Under the new arrangement the County Planning Commission simply extends its interest from the planning of the use of private property to those features of building construction which affect the health, safety, and general public welfare. The close contact which this gives with every unit in the growth and development of the county as a built-up community will be of immense value in the work of planning and housing. After all, is not the individual building the ultimate unit in the plan of a city or region, which, if the whole is to be right, must itself be rightly constructed from approved plans?

BRYANT HALL,
Research Engineer.

SPOKANE PLANS A BY-PASS SYSTEM

The City Plan Commission of Spokane, Wash., became an active part of the municipal community with the adoption of its proposed comprehensive zoning ordinance in May, 1929.

In addition to the task of administering the zoning ordinance, the Commission has recently sponsored a series of surveys. Its study of fire-station locations has been adopted as part of a long-range program for readjustment of locations to insure better fire protection, while its surveys of traffic density have been found valuable in establishing traffic signals and stop signs, car-



An Important Link in Spokane's By-pass Highway System

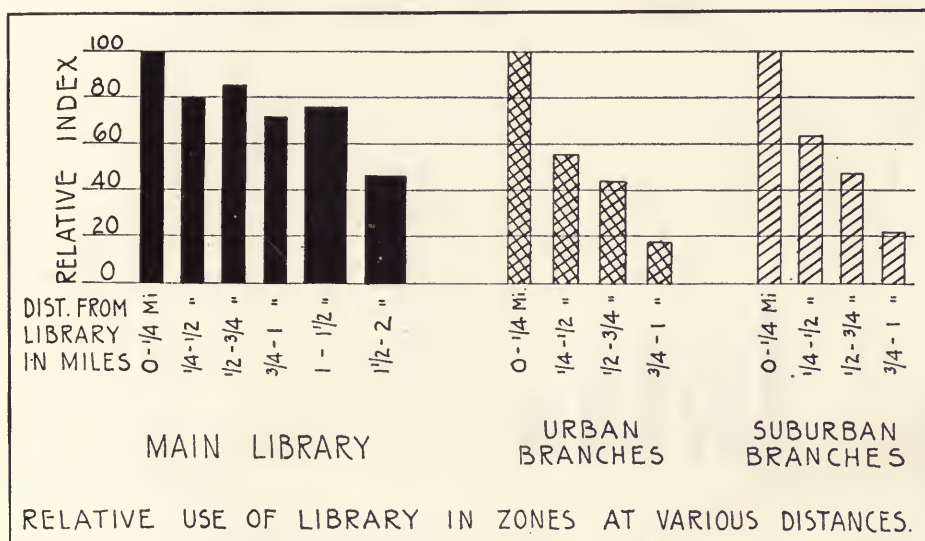
parking regulations, and so forth. It has recently been engaged in a survey of the proper location of playgrounds and parks.

The latest and most important activity, growing out of the traffic studies, has been the design and location of a highway by-pass system by which all state highways are re-routed on direct through streets to a loop or by-pass highway bounding the congested business district. This is recognized by all as a great improvement on the present anarchic hit-or-miss routing of long-distance traffic into and through the city. The highways comprising this by-pass system are being improved through the cooperation of the State Highway Department with the City. The accompanying illustration shows the design of a new concrete bridge across the Spokane River, which will soon be built as the final link in the by-pass system.

B. H. KIZER,
President, City Plan Commission.

EFFECT OF DISTANCE UPON FREQUENCY OF USE OF PUBLIC LIBRARY FACILITIES

A survey of the habits of patrons of the Duluth Public Library indicates that the frequency with which the average person uses the public library depends, in large measure, upon the nearness of his residence to a library, and that he uses it at all only if he lives relatively close or has easy access to it. The main library building, because of its central location, longer hours of service, greater book selection, and superior service, attracts city-wide patronage, but residents beyond a radius of two miles use it infrequently.



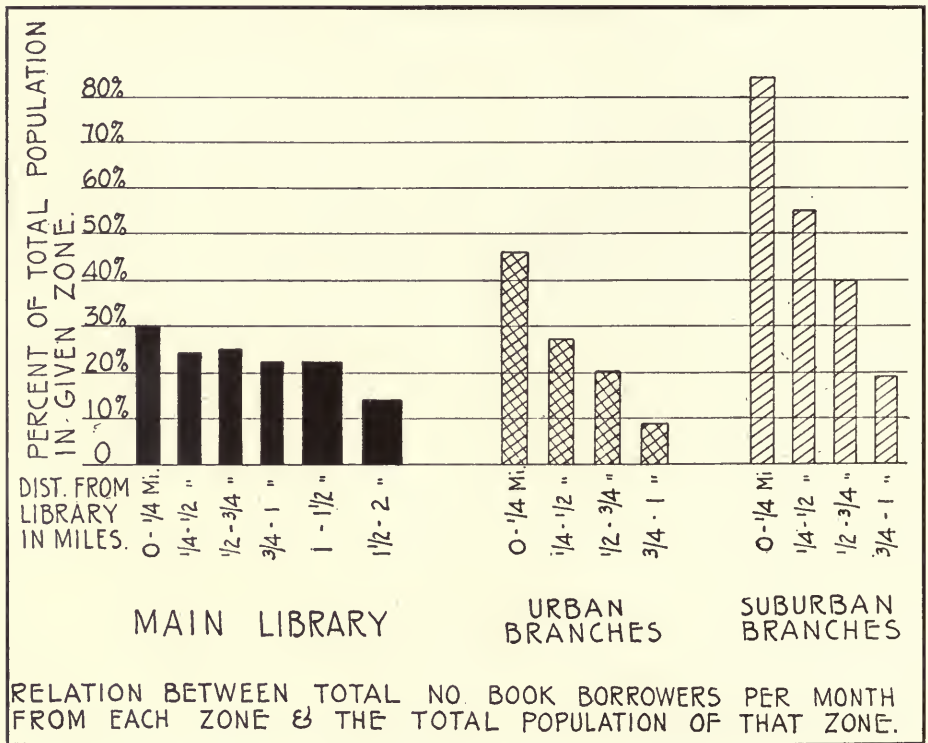
A library branch in the main portion of the city draws well for a distance of only one-half mile. A branch in an isolated suburb draws well for a distance of three-quarters of a mile.

The survey was made by the City Planning Commission with the co-operation of the Public Library Department. The names and addresses of all book borrowers were recorded daily, for a full month, at the main library and at all branches. The material was analyzed and charted by the Planning Department. The figures and graphs here used are only for the buildings operated full time,—the main library, two branches in the main portion of the city, and three branches in suburbs.

The decisive effect of distance upon the frequency of use by tributary residents is seen from the accompanying charts.

It is to be observed that reading habits of the general public are still largely undeveloped. Even in isolated suburbs, where conditions are most

favorable for library recreation, the average person within the nearest one-quarter mile from a library visits it for the purpose of borrowing books only once a month; in the area one-quarter to one-half mile away, once in two months; in the area one-half to three-quarters of a mile away, once in two and one-half months, while the average person in the area three-quarters of a mile to one mile distant visits the library once in five months. The corresponding figures for visits to branches in the main portion of the city are: once in two months; once in four months; once in five months; once in eleven months.



There are, of course, other factors than distance which affect patronage of a library. Reading habits, available leisure time, library publicity, urban or suburban character of the district, availability of other forms of recreation, hours and efficiency of library service, extent of reading material, choice of reading material, attractiveness within and outside the library building,—all affect patronage. However, a central location is a decisive factor.

An interesting example of the loss to a community from disregard of the necessity of a central site is the instance of the location of a new branch

library in Duluth, six years ago, in a suburb of about 6500 population. Local pressure resulted in the placing of the building five-eighths of a mile from the center of the district. A determining point in the decisions was the availability there of public land. The probable maximum cost of an adequate site at the center of the district was \$3000. The tributary population within a one-mile radius of the site used is 3400. The population within the same radius of the center of the district is 6200. Calculations based upon distribution of the population and library habits in this community show that a branch at the center would be used 70 per cent more than the present building. The annual operating cost of this branch is \$3000. The additional investment for land would have added an annual cost of 6 per cent of \$3000, or \$180. For a slight additional annual cost, the community would be receiving 70 per cent more service. What appeared an economy is actually a severe community loss.

To avoid false economy or unnecessarily high expenditures in the establishment of any public facility, it is essential that habits of people be observed and that estimates of the extent of use of the facility in relation to a particular location, based on factual data, be made. The suitability of a location for a public improvement should have the same expert determination as the location of an expensive office building or department store.

A. B. HORWITZ,
City Planning Engineer, Duluth.

TOWN PLANNING EDUCATION IN NORWAY

Instruction in town planning has been given at the Technical University of Norway since 1913. The University, which is in Trondhjem, was founded in 1910.

The course is taken as a part of the architectural or engineering courses, both of which last four years (two terms per year) and lead to a diploma examination.

All architectural students must attend a course of town planning lectures in the first term of their third year, prepare a town planning proposal in the second term, and sit for a town planning examination at the end of the year. The certificate for this examination must be obtained to qualify for the diploma examination in architecture. For this latter a thesis must be prepared after the end of the fourth year; three months is allowed for this. Every second year the thesis must deal with a development project of a town planning nature.—PROFESSOR SVERRE PEDERSEN in *International Housing and Town Planning Bulletin*.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

ZONING AND FREEWAYS

We all are familiar with the constant criticism that there is over-zoning for business. Every zoning statistician shows that sometimes there is ten times more business frontage than is needed and sometimes much more. I do not attempt to justify this practice. There is a town in Long Island where the highway frontage placed in a business district is two hundred times as great as will be needed for business for three generations. But there is another side to the case. Courts do not overthrow zoning for business because five per cent of the frontage is sufficient for actual business. They take into account the environment and the reasonableness of the regulation. A much traveled country highway that has a gasoline station or hot-dog stand every quarter of a mile is not an attractive location for new residences. If the reader owned a vacant parcel of land on such a highway in a town about to be zoned, the chances are that he would join the crowd that asks that it be made business. His reasons are simple. Before the zoning he can erect a factory, a store, or a residence. After the zoning he can erect a store or a residence. If it is placed in a residence district, he can erect nothing but a residence and he knows that nobody will want to build a home in that location and that he would have a hard time renting it if he built it himself.

The truth is that increased motor traffic has made many main highways, especially those like Merrick Road in Long Island and the Boston Post Road between New York and Boston, undesirable for residence, and in spots, undesirable for business.

There is much to be said in favor of building freeways instead of future highways, especially where they are intended for dense through traffic. No buildings can front a freeway. Residences and stores can back up to them, but their frontage will be on parallel secondary streets. Here are some definitions that describe the legal situation in a few words:

A highway is a strip of public land devoted to movement, over which the abutting owner has a right of light, air, and access.

A parkway is a strip of public land devoted to recreation, over which the abutting owner has no right of light, air, or access.

A freeway is a strip of public land devoted to movement, over which the abutting owner has no right of light, air, or access.

Over-zoning for business cannot be prevented so long as main thoroughfares are *highways*. If, however, new main thoroughfares are *freeways*, the

parallel secondary streets are extremely desirable for residence and can be zoned as residence districts. Similarly in proper spots business districts can be introduced where stores will not face on the freeway. This method may turn out to be better for through traffic because it is not impeded; better for stores because customers in automobiles can have a protected place to stop; better for residences because they will not face the intense traffic; and better for zoning because the complaints of over-zoning for business cannot be made so justifiably or numerous as they are now.

E. M. B.

PRIVATE GARAGES

New York City has closed another chapter in its adaptation of the building zone resolution to garage needs. When the Commission on Building Districts and Restrictions framed the building zone resolution in 1916 there were no precedents in this country to follow. It was, however, clearly seen that in residence districts a private accessory garage should be allowed along with each dwelling. It was argued that some wealthy men would need space for five cars. Not realizing that such a case was exceptional and that a variance permit could probably attend to it, the framers provided that a private garage for five cars could accompany a dwelling in a residence district as an accessory use. This was too generous. Some home owners built five-car garages in order to rent all or part. On this account and also because of supposed increased fire hazard, the authorities early tried to prevent the renting of any space in a private garage. It is likely that no court would have helped to enforce this rule because it is rather evident that, if a home owner can take in a roomer for pay, he can take in his neighbor's automobile for pay. But the matter never went to court. In perhaps one case out of a hundred the rule was enforced.

For ten years there has been a rising demand that the rental of one space in a private garage for a pleasure car should be sanctioned by exact words. The amendment proposed was coupled with a reduction of the number of permitted automobiles from five to three. The associations of public garage owners opposed the entire amendment on the ground that they were having a hard time to make both ends meet and that fewer pleasure cars would be placed in their public garages if renting of space in private garages were made easier. At last after many hearings the amendment prevailed, and now private garages in residence districts can be constructed for only three cars and the owner can rent one space for a pleasure car.

Knowing of the trouble that arose in New York City many other municipalities have provided in their original zoning ordinances that one space can be rented for a pleasure car in a residence district.

E. M. B.

TOURISTS ACCOMMODATED QUESTION

CITY OF ROANOKE, VIRGINIA
BOARD OF ZONING APPEALS

March 30, 1933

Editor, Zoning Roundtable:

The Board of Zoning Appeals, which was appointed by the City Council of Roanoke on December 30, 1932, feels that it may be called upon to decide whether single-family or two-family dwellings, which are permitted in the General Residence District, may be allowed to accommodate tourists overnight or for a longer period.

I have been unable to find any decisions in connection with this matter among the CITY PLANNING magazines and reports from other cities which are on file in this office, and thought perhaps your Department might know how other Boards in the different cities consider tourists' homes in a district zoned for General Residences.

Any information your Department can give us in regard to this will be very much appreciated.

NITA SCHILLING,
Secretary.

ANSWER

Sometimes the provisions for residence districts: (1) exclude all buildings and uses other than private residences; (2) permit boarding houses; (3) permit rooming houses; (4) permit the accommodation of tourists; (5) permit as an incidental accessory use the accommodation of tourists and the placing of a small sign.

In (1) it is lawful to take in an occasional tourist for temporary sleeping or boarding as an incidental use. Pay can be taken. This is no more objectionable than taking in one's son-in-law and letting him pay something. But the accommodation must be incidental while the main use of the building must be for the residence of the occupant. If accommodation of tourists becomes the main use, and residence of the occupant the incidental use, then the authorities of the municipality can stop it. No sign can be put up. The sign is evidence that the accommodation of tourists is the main use, or at least it is evidence of an unlawful business use. A home occupant can put up a small sign of "Dressmaker," but this is a customary incidental home occupation. An occupant cannot put up a sign of "Plumber" or "Real Estate," because that is a business and not a customary home occupation.

In (2) tourists may be accommodated and a small non-display sign may be put up. In (3) tourists may be kept overnight and a sign put up of "Rooms for Tourists." In (4) tourists may be lodged and fed and a non-display sign may be put up. In (5) tourists may be accommodated as an incidental use and a non-display sign may be put up.

E. M. B.

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

THE PRESERVATION OF PARKS

Can park land be used as the site of a building or for some other non-park use? Can the entire park be used or sold for use for another purpose? In either case the legal question is the same, for it is a partial or complete change of use. It is clear that while the land remains park land it cannot be invaded by another use or changed completely to such use. Usually the permission of the state, in the form of a statute, for the erection, for instance, of an alien building in a municipal park, or the change of the entire park to something else, is needed. In what cases is this legally possible?

The land use can be changed if the city has acquired the entire title to the land. This title may be obtained by an appropriate deed on private sale. It may also be acquired by a condemnation statute giving the municipality the entire title. Sometimes the city buys, at private sale, only the right to use the land as a park; and if it is employed for another purpose, the city loses the land, which reverts to the former owner or his heirs; and the same thing happens, in like circumstances, where the city obtains only the right to park use under a condemnation statute. The modern statutes usually provide for the vesting of the entire title, on condemnation, in the public.

Often land is dedicated by its owner to the public for use as a park. Evidently the public in that case acquires title only in so far as is needed for park use, and if the land is diverted to other uses, it goes back to the former owner. If the land was dedicated as a part of a land development scheme, purchasers of other land under the scheme are injured by the change of use and may object.

A Michigan case¹ holds that where there is no clause in the deed conveying property to the city for park purposes to the effect that if not so used it shall revert to the grantor, it will not revert and other property owners cannot object to its use for other purposes. It would seem, therefore, that the conveyancer had drawn the deed carelessly without conforming to the technicalities of the law.

ZONE MAPS

What are the requisites of a map accompanying a zoning ordinance? A partial answer to this question is furnished by a recent New York case.²

The boundaries of the districts were indicated on the map in colored sections drawn to scale. These sections were placed upon the map without

¹Briggs v. City of Grand Rapids, 245 N. W. 555 (Supreme Court, Dec. 6, 1932).

²Cordts v. Hutton Co., 146 Misc. 10 (Supreme Court, Nov. 2, 1932).

reference to property lines or buildings and without surveys of any kind. The properties in question are shown to be within a residence district by scaled measurements. The map was a part of the ordinance and furnished the only means by which the districts could be identified and their boundaries ascertained. The method used was to plot in upon a comparatively small map certain spaces in color to a scale of 800 feet to the inch, without regard to whether the division lines cut through dwelling houses and other buildings, or industrial establishments and other properties.

Of this map the court says: "Clearly such a method was haphazard, to say the least, and it may well be doubted whether it met the test required by statute."

The case was decided upon another point; but the case is useful as a clear statement of the feeling of the court on this important question.

IMPLIED EASEMENT OF LIGHT AND AIR

The easement of light and air of one landowner over the land of another without grant in any deed, implied merely from situation and surrounding circumstances, has not been adopted generally in other states but is a part of the law of New Jersey. The use which gives rise to the easement must be so long continued and so obvious and manifest as to show that it was meant to be permanent; and it must be necessary to the beneficial enjoyment of the land in question.¹

STREETS

What is the meaning of the word "street"? The answer of a New York case² to the question is that it depends entirely upon what kind of a street it is.

The City of New York acquired land popularly known as "New Street" for a bridge approach. Upon abutting land the owner started to service automobiles with gasoline by portable tanks wheeled from his storage tank across the sidewalk to the curb. Thereupon the City Commissioner erected a fence across the front of the premises preventing entrance and egress.

The court held that the landowners are entitled to the removal of the fence, but may not, against the judgment of the Commissioner obstruct the sidewalk and cause congestion at the curb.

"New Street," while it has certain street qualities, is not a street, ordinarily so-called, but a bridge approach. It is public in character, and all who travel to and from the bridge possess a right of passage over it; but the abutting owner has no right of access, light, and air from it. Nevertheless, to deny all ingress and egress to and from a particular piece of land, and to allow such privileges to all others conflicts with that reasonable and impartial management and control which a public official is bound by law to administer.

F. B. W.

¹Engel v. Siderides, 164 Atl. 397 (Court of Errors and Appeals, Feb. 8, 1933).

²Morelight Service Stations, Inc. v. Goldman, Commissioner, 261 N. Y. 32 (Court of Appeals, Jan. 17, 1933).

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

SPRING INSTITUTE MEETING

Thirty members of the Institute enjoyed a very interesting and helpful session on May 27, in the Russell Sage Foundation Building, New York City. Mr. John Marr presented his digest of the replies to the questionnaire on "What Value Planning?" sent out jointly by the Conference, to selected planning commissions, and by the Institute, to members. He found twenty-six distinct types of savings to cities attributable to the activities of planning commissions, and nineteen types of losses incurred as the result of lack of planning, which he grouped under six major subdivisions: Streets, Transit, Transportation, Zoning, Parks and Playgrounds, and Miscellaneous.

Many of the savings claimed by reporting cities were traced directly to control over subdivision development, such as:

1. *Dedications of rights of way without cost.* Though the high estimates of savings were seriously questioned in discussion, the great advantage of properly located through routes was not questioned.

2. *Dedications and gifts of parks and play areas.*

3. *Replatting, resulting in more usable lots at less cost for public utilities.*

The discussion of subdivision control brought reference to the California law requiring a certificate of necessity before approval of subdivisions, and to the English town and country planning act which allows disapproval of subdivisions when furnishing of utilities at public cost would be unprofitable.

As a result of comments on the most profitable use of the material, it was decided to reproduce with as little editing as possible the original replies to the questionnaire and make them available to members of the Institute at cost, to issue a *Planning Broadcast* in June on the subject, and to make further use of the material in articles and radio broadcasts.

Mr. Jacob L. Crane, Jr., Chairman of the Institute Committee on Rural Zoning recently set up to coöperate with the National Land Use Planning Committee, listed the questions on which help was expected from the planners. The discussion centered on the classification of rural zones, the desirable unit for rural planning, and the most effective planning agency. The practice in Oneida County, Wis., of dividing all rural land into two zones, (1) forest and recreational, and (2) unrestricted, was cited. There was approval of the state as the planning unit and a state planning commission with advisory powers, leaving the actual framing of the rural zoning ordinance and its administration to a county agency.

F.S.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

RECENT ADVANCES IN TOWN PLANNING. By THOMAS ADAMS, in collaboration with F. LONGSTRETH THOMPSON, E. MAXWELL FRY, and JAMES W. R. ADAMS. New York, The Macmillan Company, 1932. 400 pages. Plates, plans, diagrams, etc. 10 x 7 $\frac{1}{4}$ inches. Price \$6.50.

To succeed in giving the public a fair view of the quantity and kind of progress made in the widening field of town planning, a book should have both appropriate, significant illustrations and well constructed, readable text. This volume meets both requirements: the numerous photographs and plans of themselves tell an interesting story, and the comprehensive series of chapters covering the three phases of law, practice, and design acquaint the reader intelligibly with what has been done in the last few decades not only in Great Britain, but also, more briefly, in the United States and many other countries.

Naturally the emphasis in law and practice falls on British conditions and needs; but the lessons to be drawn from recent experience in town planning design may be considered of general application, and are, in fact, frequently illustrated by American examples. The bibliography of some two hundred items contains largely English and American titles, with a few of the more important foreign-language books and reports.

In appraising the book's value to American readers, the reviewer would unhesitatingly give it a place on the shelves of many libraries, practitioners, and students, both because it represents the mature work of a town planner of international experience and authority, and because it assembles a large amount of well sifted information previously only to be found in ephemeral sources. To make a comparison of two volumes by the two leading British town planners: in *Town Planning in Practice*, by Sir Raymond Unwin, just republished in America, we feel the brilliant and inspirational quality of an artist of keen social perceptions at work on problems of design. In *Recent Advances in Town Planning* we are given, as it were, moving pictures, with interpretations, of what has been going on in the town planning world of the twentieth century, and some instructions as to procedure in attacking current and anticipated problems. The comprehensiveness of the review and the author's selection of typical or informative examples of town planning progress for discussion endow this newest considerable book in the field with a permanent value.

T. K. H.

THE METROPOLITAN COMMUNITY. By R. D. McKENZIE. New York, McGraw-Hill Book Company, Inc., 1933. 352 pages. Diagrams, tables, charts. 9 x 6 inches. Price \$3.50.

The President's Research Committee on Social Trends developed a number of studies which could not be condensed, without serious loss, into single chapters of their monumental report on "Recent Social Trends." These extensive studies have been published in full as separate monographs, of which this is one.

Here is an analysis of trustworthy factual data and an exposition of important metropolitan trends which will extend the boundaries of existing knowledge and understanding of the metropolitan community and its functions in our social organization. These findings have an immediate usefulness in any attempted solution of the many problems of our large regions.

As the author has pointed out, even the comparatively limited field of this monograph extends beyond the realm of knowledge of any one individual, so nine well-known experts were called upon to contribute chapters dealing with their special fields. Even those readers already familiar with the teachings of these authorities, and who might therefore welcome a new observer, will find in their writings fresh material. The twenty-three chapters which comprise the book are divided into five sections dealing with recent trends in population distribution, the rise of the metropolitan community, inter-relations of cities, the process of metropolitan expansion, and problems of the large city.

Serious students of urban sociology and metropolitan planning alike will find in this book well presented data and careful analyses which are valuable and enlightening.

H. K. M.

MINUTE GLIMPSES OF AMERICAN CITIES. By HERBERT S. KATES. New York, Grosset & Dunlap, Inc., 1933. 159 pages. Illus. $10\frac{1}{4} \times 7\frac{3}{4}$ inches. Price \$1.00.

This book is well worth adding to library or home bookshelf, for it gives us in some eighty-five full page drawings in black and white (and numerous marginal sketches), accompanied by a page of text for each city, a conception of what our land has become. Only four of the eighty-five cities are Canadian, although we could wish Vancouver had been added; and the remainder represent the United States, North, East, South, and West,—a very good selection not made according to size alone but for historical interest and typical quality. The text also in almost every instance expresses historical, geographical, and human facts which give the reader a glimpse of the city's place in region or country, and indeed admirably supplements the well chosen subjects for illustration.

T. K. H.

HUMAN GEOGRAPHY OF THE SOUTH: a Study in Regional Resources and Human Adequacy. By RUPERT B. VANCE, Ph.D. Chapel Hill, N. C., University of North Carolina Press, 1932. 596 pages. Maps and tables. $8\frac{1}{2} \times 5\frac{1}{2}$ inches. Price \$4.00.

There has been much talk about regionalism in recent years, some of which will have seemed somewhat bodyless to hard-headed city planners, most of whom have had a definite use for the word "region," *i. e.*, a metropolitan area transcending political boundaries, but needing a unified study of certain services. This book, which I commend warmly to all those who expect to deal with land planning over the next twenty-five years, will give body to a broader use of the word. It is a significant book, almost the first of its kind. It is a bold effort, and whether or not it is successful throughout, it will challenge city planners to see whether their art can be of help in the type of social reconstruction foreshadowed in President Roosevelt's call for a Tennessee Valley authority.

Just as the metropolitan planner finds different regions for different functions,—local store delivery, telephone toll zones, rapid transit, and so forth, so Dr. Vance finds that the physiographer, the soil chemist, the forester, the agricultural economist, the public health doctor studying the incidence of disease, the analyst of railway rate structure, the dietitian, the political scientist, the sociologist, have each laid out their studies, spatially distributed, into "regions," *i. e.*, areas in which there is present in some constant way an element not present in adjacent areas. Dr. Vance, in this book, presents the findings of each of these groups of specialists for that section generally called the South; and his endeavor has been to put the several hitherto unrelated studies together to see whether from all of them there emerges any fruitful concept of the South as a genuine region or series of regions for purposes of social and economic planning. He deals even-handedly with rural agricultural planning, and with what he calls guiding the urban trend; it does not weaken the practical force of his study that it ends with a consideration of a folk renaissance of the South.

Dr. Vance's range is enormous; his bibliography alone is sixty-seven pages long. He has summarized in one book the life-time studies of hundreds of specialists, perhaps at too great length for pleasurable reading throughout. But, I emphasize it, he has *not* lost sight of the forest for the trees; the very fact of putting these findings next to one another has revealed interrelationships of importance. The structure of a regional economy, he finds, can best be studied in the light of a theory of resources, human energy, cultural equipment, and economic organization. The discussion leads him to a final chapter on reconstructing the region, in which the accepted techniques of city planning find their due place with the other disciplines necessary.

In a sense, Dr. Vance has attempted here a work, covering the South, which will bear to a Tennessee Valley project the same relation that the eight volumes of the Regional Survey of New York bear to the Hackensack Meadows project in the Plan. More and more our planners are finding themselves driven to study larger units;¹ and the time is coming, I hope, when the traditions of urban planning and agricultural land planning will blend, instead of following separate channels. Dr. Vance's book is a stimulating picture of what such a development might mean.

CHARLES S. ASCHER

TOWN AND COUNTRYSIDE: Some Aspects of Urban and Rural Development. By THOMAS SHARP. Oxford University Press; London, Humphrey Milford, 1932. 227 pages. Photographs, diagrams. 10½ x 7¼ inches. Price \$4.50.

A book in which the author is concerned enough with his subject to get angry about it is always refreshing. Mr. Sharp contemplates the English countryside falling from its former high estate, and the growing English town stupidly sprawling over the landscape. His esthetic sensibilities are outraged and he very naturally loses his temper. But his anger is a little indiscriminating. He is like a man who, finding himself with an obscure malady not yielding readily to treatment, curses the doctor along with the disease. He speaks as an artist, rather than as one practically concerned to better social conditions. It is the *appearance* of the modern town and the modern countryside which most troubles him.

He makes the excellent point that there is a beauty in urbanity, depending on space relations of man-made things,—buildings and streets and open areas,—and certain proportions must be observed if the result is to be pleasing. And again there is a beauty of rusticity, of natural and growing things under human control, and of a limited amount of man-made things subordinated to nature. Mr. Sharp shows that lack of amenity in a town cannot be cured solely by introducing trees or irregular green spaces, or anything else which might make a countryside beautiful. And equally he shows that the proliferation of the town into the country, when badly done,—as it usually is,—inevitably destroys the very rustic beauty which such an invasion is supposed to render accessible.

Mr. Sharp's general discussion of the town, however,—its growth, its roads and transport, its open spaces,—is rather that of a well-read artist than that of an experienced town planner. He is interested in street pattern rather than in allocation of each area to its best use. His desire for sufficient architectural masses to make a good design—laudable in itself—rather runs away

¹See "State Planning in Illinois and Iowa." By Jacob L. Crane, Jr. CITY PLANNING, Apr. 1932, pp. 89-98.

with him when he says: "But it must be obvious to every one that in a street of small or medium-size houses no architectural amenity can exist unless the buildings form continuous blocks to which the principles of composition can be broadly applied." And again: "Surely the ideal town is one which is as compact as the minimum requirements of public health will allow." His general disgust with the garden-city movement—apparently because he believes that it puts small houses too far apart for good appearance—really should not blind him to the social good which Sir Ebenezer Howard sought, and which, directly and indirectly, he so largely accomplished.

In Mr. Sharp's conclusion, "Is there any hope?" his answer would appear to be "little or none." But the practicing city planner asks for something more than destructive criticism. He knows, better than most people, that the present situation is bad, but he feels justified in saying to the critics and Cassandras, "If you don't like it, what specifically do you suggest be done about it?"

H. V. H.

WESEN UND ORGANISATION DER LANDESPLANUNG IM HAMBURGISCH-PREUSSISCHEN PLANUNGSGEBIET. By FRITZ SCHUMACHER. Hamburg, Verlag Boysen & Maasch, 1932. 46 pages + 41 plates. Illus., plans and maps (part folded). 10 x 7 inches. (Veröffentlichungen des Hamburgisch-Preussischen Landesplanungsausschusses, Heft 4.) Price RM9.

Recent trends in planning are nowhere better exemplified than in this brief but meaty report. In contrast to the former German city "building plans," we now have "land planning" for the Hamburg region. The essential unity of interest and activity of the people inhabiting the broad valley of the Lower Elbe is the keynote of the plan, despite the extraordinary political difficulties imposed by the very irregular and constricting boundaries of the small "state" of Hamburg, which even now include only a part of the built-up metropolis and only a small part of the land available for extension either of the residential areas or of the port itself, all the remaining territory being in Prussia.

The essential background of the plan, much of which is contained in the three preceding publications of the committee, is briefly presented here under topographical, sociological, esthetic, natural, and judicial headings, with an interesting series of maps of the geology, archaeological sites, and significant natural features.

The planning problem itself is recognized as the single one of sorting out all the areas needed for the various elements of life. Yet this is so vast a problem that it has to be split up before it can be handled, keeping in mind, however, the interrelations of each special subject. Significantly, the first

division is into questions of "free areas" and "building areas." Many of the sixty effectively presented plans relate to the first group, which comprises "green spaces," streets, railroads, electricity, gas and water services, and drainage. The second group includes three main problems: the harbor area, industrial distribution, and residential developments. A series of plans demonstrates the advance in the art of planning by contrasting the former plan for a neighborhood with the new one. Noteworthy is the interconnecting net of green spaces cutting through the larger blocks throughout the area planned for residential development, supplemented by a larger pattern of green spaces throughout the region within a circle of twenty-mile radius. In a number of the outer communities, a considerable part of the area previously planned for building is now shown as restricted, either to preserve worth while scenery, for farming, as "private woodland," or simply as "outer district" closed to ordinary building.

Here as in the plan for Bremen, recently reviewed,¹ the great *Hafraba*—the independent long-distance auto route—is an important element in the highway plan, though here, as in the United States, the traffic diagram shows very marked reduction of traffic on all roads as soon as the vicinity of the great city is left behind.

While the present report is by its title and stated intentions simply an exposition of the methods and organization of the land planning of the Hamburg region, it succeeds in conveying the main features of the plan in astonishingly compact form. Its straightforward and thoroughgoing meeting of the larger problems involved makes it an important contribution to the subject of regional planning.

ARTHUR C. COMEY

¹See CITY PLANNING, Jan. 1933, p. 43.

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to its readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

ABEL, STANLEY. County planning in California up to now. Reprinted from *The American County*, Apr. 1932. [3] pages.

ADAMS, JAMES TRUSLOW, and OTHERS. New England's prospect: 1933. New York, American Geographical Society, 1933. 502 pages. Maps, diagrams. Price \$5.00.

Contains chapter on "Regional and City Planning in New England" by William Roger Greeley.

ALLEN & POTTER, and LEICESTERSHIRE REGIONAL TOWN PLANNING JOINT ADVISORY COMMITTEE. Regional planning report. London, Allen & Potter, 1932. 106 pages. Illus., maps and plans (some colored and folded). Price 7s. 6d.

AMERICAN ENGINEERING COUNCIL, AMERICAN INSTITUTE OF ARCHITECTS, ASSOCIATED GENERAL CONTRACTORS, in collaboration with the FEDERAL EMPLOYMENT STABILIZATION BOARD, Compilers. Advance planning of public works by states. [Washington, 1933.] 33 pages.

Contains: suggested outline of principles for guidance in the formulation of state legislation; copies of existing and proposed legislation; list of advantages of advance planning; and miscellaneous exhibits on the subject.

ASCHER, CHARLES S. Elements of a low-cost housing law and its administration. Reprinted from the *National Municipal Review*, Feb. 1933. 29 pages.

AUGUR, TRACY B. Zoning in Michigan. Digest of legislation, Michigan court decisions, and a summary of zoning progress. Ann Arbor, Michigan Planning Conference, 1932. Unpaged. Price \$1.00. (Bulletin no. 1.)

BALBUENA, GUSTAVO F. Trazado de ciudades. Madrid, Otto Czekelius, 1932. 176 pages. Illus., maps, plans.

BROOKLINE, MASS. PLANNING BOARD. Annual report for the year ending Dec. 31, 1932. Boston, Chapple Publishing Co., Ltd., 1933. 5 pages.

BRUNNER, KARL H. Santiago de Chile. Su estado actual y futura formación. Santiago de Chile, Imprenta "La Tracción," 1932. 145 pages. Illus., maps and plans (part folded). Price \$1.50.

BUTTENHEIM, HAROLD S. Slums into parks. Reprinted from *The New Republic*, May 10, 1933.

———. Why throttle one of our most profitable industries? Reprinted from the *National Municipal Review*, March 1933, in a pamphlet with reply, "Is budget slashing imperative?" by Gaylord C. Cummin, and rejoinder by Mr. Buttenheim, "Where government can get the money," which appeared in the *National Municipal Review*, Apr. 1933.

CHAMBER OF COMMERCE OF THE BOROUGH OF QUEENS, LONG ISLAND CITY, N. Y. Development of Queens Boulevard. Program of a three-part competition (approved by the American Institute of Architects). Reprinted from *The Architectural Record*, Jan. 1933. [6] pages. Illus.

CHAMBER OF COMMERCE OF THE UNITED STATES. CIVIC DEVELOPMENT DEPARTMENT. Refuse disposal in American cities. Washington, The Chamber, 1931. 41 pages. Mimeographed.

CHICAGO, ILL. CITY COUNCIL. COMMITTEE ON TRAFFIC AND PUBLIC SAFETY. Limited ways for the Greater Chicago traffic area. A report prepared for the Illinois Commission on Future Road Program. Chicago, Dec. 1932. 57 pages. Illus., maps. (Miller McClintock, consultant.)

COMEY, ARTHUR C. Transition Zoning. Cambridge, Harvard University Press, 1933. 150 pages. Illus., diagrams. Price \$2.50. (Harvard City Planning Studies, Vol. V.)

CRANE, JACOB L., JR., and GEORGE WHEELER OLCOTT. Report on the Iowa twenty-five year conservation plan. Prepared for the Iowa Board of Conservation and the Iowa Fish and Game Commission. 1933. 176 pages. Illus., maps (part folded).

DE ANASAGASTI, TEODORO, and OTHERS. El futuro Madrid. Madrid, Critica del Proyecto de Extension y Extrarradio, 1932. 164 pages. Illus., maps, plans (some folded).

DENVER, COLO. BOARD OF ADJUSTMENT. Eighth annual report for the year ending Feb. 10, 1933. Denver, The Board, 1933. 6 pages. Mimeographed.

DES MOINES, IA. Zoning ordinance. Ordinance no. 3619 adopted Jan. 22, 1926, as amended to Nov. 1932. Des Moines, The Zoning Commission, [1933]. 40 pages. Folded map. Price 25 cents. (Harland Bartholomew, city plan engineer.)

ENGLAND, KATHLEEN M., Ed. Housing: a citizen's guide to the problem. With a foreword by John Galsworthy, and a frontispiece by Muirhead Bone. London, Chatto & Windus, 1931. 116 pages. Illus. Price 2s. 6d.

- FAY, FREDERIC H. The planning of a city. Reprinted from the Memorial Volume *Fifty Years of Boston*. 20 pages. Illus. Boston, [The City Planning Board], 1932.
- FISHER, ERNEST M. Speculation in suburban lands. Reprinted from the *American Economic Review*, Supplement, March 1933. 11 pages.
An excellent statement of the private and community evils resulting from excessive suburban land subdivision, with a brief consideration of possible methods of controlling the quantity of platting.
- GREAT BRITAIN. MINISTRY OF HEALTH. Town and Country Planning Act. London, H. M. Stationery Office, 1933. 19 pages. Price 4d. (Circular 1305.)
———. Town and Country Planning Act: summary of provisions. London, H. M. Stationery Office, 1933. 24 pages. Price 4d.
- ILL. COMMISSION ON FUTURE ROAD PROGRAM. Report. Springfield, 1933. 73 pages.
- INTERNATIONAL RAILWAY COMPANY. Comprehensive transit plan for Buffalo. Buffalo, The Company, 1932. 31 pages. Maps.
- JENNINGS, W. IVOR. The law relating to town and country planning. London, Charles Knight & Co., Ltd., 1932. 240 pages. Price 12s. 6d.
- KONWIARZ, RICHARD. Bauten für Spiel, Sport und Turnen. Berlin, R. Müller, 1932. 60 pages + 16 plates. Price RM 3. (Handbuch der Jugendpflege, herausgegeben von Dr. Kurt Richter, Ministerialrat und Jugendpflegereferent im Preussischen Ministerium für Volkswohlfahrt. Heft 12.)
- LOS ANGELES, CAL. BOARD OF CITY PLANNING COMMISSIONERS. Annual report, July 1931-June 1932. Los Angeles, The Board, 1932. 17 pages. Illus., maps, plans, diagrams.
- MANTHEY, ARTHUR. Sportplatzbau als problem der Stadtplanung. Kassel, Rudolph & Meister, [1933]. 151 pages. Price RM 6.80.
- MASS. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF HOUSING AND TOWN PLANNING. Annual report for the year ending Nov. 30, 1932. [Boston, 1933.] 10 pages. (Public document no. 103.)
- MASS. SPECIAL COMMISSION ESTABLISHED TO STUDY AND REVISE THE LAWS RELATING TO ZONING, TOWN PLANNING AND THE REGULATION OF BILLBOARDS AND OTHER ADVERTISING DEVICES. Final report. Boston, Jan. 1933. 185 pages. (House document no. 1240.)
- MASSACHUSETTS FEDERATION OF PLANNING BOARDS. Nineteenth annual conference, Oct. 7-8, 1932. [Boston], The Federation, [1932]. 59 pages. Illus.
———. Zoning decisions. Prepared by Edward T. Hartman. Decisions of the Supreme Court of Massachusetts, 1928-1932. [Boston], The Federation, 1933. 26 pages. (Bulletin no. 29.)
- MERRIAM, CHARLES E., SPENCER D. PARRATT, and ALBERT LEPAWSKY. The government of the metropolitan region of Chicago. Chicago, The University of Chicago Press, 1933. 193 pages. Price \$2.00. (Social Science Studies directed by the Social Science Research Committee of the University of Chicago, no. XXVI.)
- MONROE COUNTY REGIONAL PLANNING BOARD. Fourth annual report, from Jan. 1, to Dec. 31, 1932. Rochester, N. Y., The Board, [1933]. 20 pages. Mimeographed.
———. A summary of the survey and plans for port development in Rochester and Monroe County made for the Joint Harbor Survey Committee by MacElwee and Crandall, Inc., Consulting Engineers. Rochester, N. Y., The Board, Dec. 23, 1932. 29 pages. Plans. Mimeographed.
- MONTCLAIR, N. J. TOWN PLANNING BOARD. Land subdivision regulations. Montclair, The Board, July 1932. 19 pages. Mimeographed.
- MOULTON, HAROLD G., and ASSOCIATES. The American transportation problem. Prepared for the National Transportation Committee. Washington, The Brookings Institution, 1933. 915 pages. Price \$3.00.

MULVIHILL, FRANCIS J. Pennsylvania planning progress 1933—a review and preview. An address presented during the eighth annual convention of the Pennsylvania Association of Planning Commissioners, May 22-23, 1933. Harrisburg, Department of Internal Affairs, 1933. 9 pages. Mimeographed. (Copies free on request to Hon. Philip H. Dewey, Secretary, Dept. of Internal Affairs, Harrisburg, Pa.)

———. Why omit housing in city planning? Reprinted from the *Proceedings* of the 38th Convention of the American Society of Municipal Engineers. (Copies free on request to Hon. Philip H. Dewey, Secretary, Dept. of Internal Affairs, Harrisburg, Pa.)

NATIONAL CONFERENCE ON CITY PLANNING. Planning problems of town, city and region, presented at the twenty-fourth National Conference on City Planning, held at Pittsburgh, Pa., Nov. 14-16, 1932. Philadelphia, published for the Conference by Wm. F. Fell Co., 1932. 158 pages. Price \$3.00.

NATIONAL MUNICIPAL LEAGUE. COMMITTEE ON MUNICIPAL PROGRAM. A model city charter, with home rule provisions recommended for state constitutions. Revised edition. New York, The League, 1933. 96 pages. Price 50 cents.

Sections 94-105 deal with city planning and zoning. Sections 106-107 deal with slums and blighted areas.

NEDERLANDSCH INSTITUUT VOOR VOLKSHUISVESTING EN STEDEBOUW. Industrie en Woningbouw, door Dr. Ir. F. Bakker Schut. Assen, Van Gorcum & Comp. N. V., 1933. 367 pages.

———. Jaarverslag over 1932. Amsterdam, Secretariat, Kloveniersburgwal 70, [1933].

O'BRIEN, J. P. Public statement issued by Mayor O'Brien in announcing the appointment of the Advisory Board on City Planning. New York, the Mayor's Office, Feb. 14, 1933. 6 pages. Mimeographed.

PA. GENERAL ASSEMBLY. HOUSE OF REPRESENTATIVES. SESSION OF 1933. An act establishing a State Public Works Planning Board. Washington, Federal Employment Stabilization Board, May 5, 1933. 7 pages. Mimeographed.

This bill providing for advance planning of public works has just been passed by the Pennsylvania Legislature and is now before the Governor. It authorizes the employment of a Director of Planning and calls for comprehensive physical plans of public works for six years in advance.

PERTH AMBOY [N. J.] EVENING NEWS, and the REGIONAL PLAN ASSOCIATION, INC. Middlesex County and the Regional Plan. Just what this great enterprise means to the county and particularly to the community in which you live. Perth Amboy, [N. J.], The Evening News; New York, The Association, [1933]. 16 pages. Maps.

PONSONBY, GILBERT J. London's passenger transport problem. London, P. S. King & Son, Ltd., 1932. 106 pages. Price 3s. 6d.

PRESIDENT'S CONFERENCE ON HOME BUILDING AND HOME OWNERSHIP. General index to final reports. Prepared under the direction of Dan H. Wheeler. Edited by John M. Gries and James Ford. 114 pages. Price \$1.15.

The eleven volumes issued by the Conference were reviewed in CITY PLANNING, Apr. 1933, pp. 98-99. The Conference is continuing its activities under the name, Conference on Home Building and Home Ownership, at 42 Broadway, New York City.

PRESIDENT'S RESEARCH COMMITTEE ON SOCIAL TRENDS. Recent social trends in the United States. With a foreword by Herbert Hoover. New York, McGraw-Hill Book Company, Inc., 1933. 2 vols. Price \$10.00.

———. Review of findings. New York, The Committee, 1933. 75 pages.

PUBLIC ADMINISTRATION CLEARING HOUSE. National governmental organizations, Chicago. A group of national and international organizations in the field of government which have their headquarters in Chicago. Chicago, Public Administration Clearing House, 1933. 16 pages.

QUAGLIATA, LUIGI. The old and the new plan of Rome. Illustrated article, in two parts, in *Atlantica* for Oct. and Nov. 1932.

- REGIONAL PLAN ASSOCIATION, INC. Westchester County and the Regional Plan. Just what this great enterprise means to the county and particularly to the community in which you live. New York, The Association, Dec. 1932. Folded map. 32 pages. Price 20 cents.
- RIDLEY, CLARENCE E., and ORIN F. NOLTING. How cities can cut costs. Practical suggestions for constructive economy in local government. Chicago, The International City Managers' Association, 1933. 58 pages. Price \$1.00.
- , Eds. City manager yearbook, 1933. Municipal administration in 1932; nineteenth annual conference proceedings; association business; city manager directory. Chicago, The International City Managers' Association, 1933. 356 pages. Price \$2.00.
- ROANOKE, VA. Zoning ordinance. Prepared under the direction of the City Planning and Zoning Commissions. Roanoke, 1932. 15 pages. (John Nolen and Associates, city planners.)
- SAN MATEO, CAL. COUNTY PLANNING COMMISSION. The subdivision of land in San Mateo County, California. Being a compilation of the requirements of state law and of county ordinance, together with serviceable suggestions for subdividing. San Mateo, The Commission, 1932. 78 pages. Illus., maps, plans.
- SANTA BARBARA, CAL. COUNTY PLANNING COMMISSION. A resumé of its works and activities. Santa Barbara, July 1932. Unpaged.
This booklet was printed and distributed with private funds contributed by citizens of the county who believe in planning.
- SEASONGOOD, MURRAY. Local government in the United States. A challenge and an opportunity. Cambridge, Mass., Harvard University Press, 1933. 145 pages. Price \$1.50.
- SLY, JOHN F., JEFFERSON B. FORDHAM, and GEORGE A. SHIPMAN. The codification and drafting of ordinances for small towns. New York, Municipal Administration Service, 1932. 70 pages. Price 50 cents. (Publication no. 29.)
- TOWN AND COUNTRY PLANNING. A quarterly review. Vol. I, no. 1, Nov. 1932. W. L. Hare, Editor. Published by the Garden Cities and Town Planning Association, 3, Gray's Inn Place, London, W. C. 1. Subscription 5s. per annum.
Replaces *Garden Cities and Town Planning*.
- TWENTIETH CENTURY FUND, INC. American foundations and their fields. Edition of 1932 (covering activities of the year 1931). New York, Twentieth Century Fund, Inc., (11 West 42nd St.), 1932. 69 pages. Charts (some folded).
- U. S. CONGRESS, 73RD. 1ST SESSION. SENATE. A national plan for American forestry. The report of the Forest Service of the Agricultural Department on the forest problem of the United States. 2 vols. Washington, Government Printing Office, 1933. Price \$1.75.
An exhaustive survey of the forestry situation in the United States and its major problems, with suggestions for "the next big step in American forestry."
- U. S. DEPARTMENT OF COMMERCE. AERONAUTICS BRANCH. Report of Committee on Airport Traffic Control. Feb. 15, 1933. Washington, Government Printing Office, 1933. 49 pages. Illus.
- . BUREAU OF THE CENSUS. Financial statistics of cities having a population of over 30,000: 1930. Total revenues, governmental-cost payments, indebtedness, assessed valuation of property, and levies of general property taxes. Washington, Government Printing Office, 1932. 47 pages. Price 10 cents.
- . Location of manufactures, 1899-1929. A study of the tendencies toward concentration and toward dispersion of manufactures in the United States. Washington, Government Printing Office, 1933. 67 pages. Price 10 cents.
- . FEDERAL EMPLOYMENT STABILIZATION BOARD. Advance planning of public works in the District of Columbia. Washington, Government Printing Office 1933. 28 pages. Maps, diagrams. Price 10 cents.

Recent Advances in Town Planning

By THOMAS ADAMS

One of the leading practitioners in the city planning movement in the United States and England notes down his rich experience in a volume equally valuable to municipal executive and to the electorate.

Its broad scope is indicated by the main headings:

Regional Plans
General Town Development
Statutory Town Planning
Local Development
Local Development (Site) Plans
Streets, Roads, and Other Ways

"It gives a comprehensive survey of all aspects of the subject."

—*Civil Engineering*

"We all may profit by sitting at his feet and listening."—*Architecture*

400 pages

Price \$6.50

Illustrated

Your order, accompanied by check, should be sent to

CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Mass.

Sociology of City Life **A New Approach and New Presentation**

By NILES CARPENTER

Chairman of the Department of Sociology and Anthropology,
University of Buffalo

This new work is more inclusive than any other dealing with the subject in English. Every phase of city life from remote times to the present is given with many new interpretations. The physical setting of city life, the nature of life in the city and its impact on human personality, and the underlying tendencies in urbanism are carefully developed, as well as the functioning of the city. New predictions are made.

More than sixty tables—drawn when possible from 1930 census data—lend concreteness and authoritativeness to the discussion. Twenty-five maps and four charts of unusual interest and practical value accompany the text.

Many new concepts are brought forward, such as the influence of culture shock upon personality demoralization and the rôle of the conflict between the cultural and economic forces in urban expansion in the undermining of urban civilization.

522 pages

\$3.90

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Mass.

Town Planning Review

PUBLISHED QUARTERLY

The only English magazine devoted
entirely to this subject, and dealing with
the monumental and domestic aspects.

PATRICK ABERCROMBIE, Editor
*Professor of Civic Design
University of Liverpool*

Editorial Offices:
Brownlow House, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy; annual subscription fifteen shillings, post free

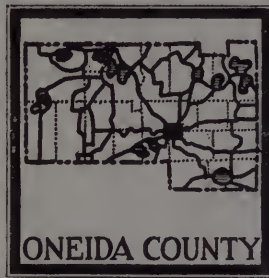
The first thirteen volumes (with the exception of Vol. I, Nos. 1 and 2) are obtainable, at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound. Vol. I, Nos. 3 and 4, 5/- each.

Subscriptions may be sent to *City Planning*

BOULEVARD
HOUSTON, TEXAS

CITY PLANNING

OFFICIAL ORGAN OF
THE AMERICAN CITY PLANNING INSTITUTE
THE NATIONAL CONFERENCE ON CITY PLANNING



QUARTERLY
OCTOBER 1933

If you are interested in CITY PLANNING

Consider how desirable to have *every volume* of the Harvard City Planning Studies. The researches thus far published deal with:

AIRPORTS

With the strong emphasis laid on national planning by the present Administration, Volume I of the Harvard City Planning Studies assumes great importance since it presents in detail the relation of airports to the national network of transportation,—in administration, ownership, and fiscal policies.

TALL BUILDINGS

Landowners, investors, and designers have benefited greatly from the solid and specific help furnished by Mr. G. B. Ford in Volume II of the Harvard City Planning Studies in meeting the various problems concerned with commercial and apartment buildings on high-priced land.

SMALL HOMES

The President's Conference on Home Building and Home Ownership recognized the need for accurate data on such vital problems as neighborhood housing, subdivision layouts, and improvement costs under various development schemes. It may be found, ably presented, in Volume III of the Harvard City Planning Studies.

LAND USES

Mr. Bartholomew uncovers such facts as these,—streets consume nearly 34 per cent of the land area in the average city, while parks and playgrounds show a total of less than 7 per cent. In an effort to establish a more rational and economic use of land, he has worked out statistics of what constitutes good proportion among land uses.

ZONING

In an attempt to eliminate the existing detrimental effects that arise from the juxtaposition of inharmonious developments at the borders of zoning districts, Mr. Comey outlines practical methods which may be adopted by any city to its advantage.

Volume I.

AIRPORTS, THEIR LOCATION, ADMINISTRATION, AND LEGAL BASIS

By H. V. Hubbard, M. McClintock, and F. B. Williams

190 pages \$3.50

Volume II.

BUILDING HEIGHT, BULK AND FORM

By G. B. Ford

188 pages \$3.50

Volume III.

NEIGHBORHOODS OF SMALL HOMES

By R. Whitten and T. Adams

205 pages \$3.50

Volume IV.

URBAN LAND USES

By H. Bartholomew

185 pages \$3.50

Volume V.

TRANSITION ZONING

By A. C. Comey

164 pages \$2.50

Send your order, with remittance, to
CITY PLANNING PUBLISHING COMPANY
12 Prescott Street, Cambridge, Massachusetts

CITY PLANNING

REGIONAL PLANNING—RURAL PLANNING—TOWN PLANNING



OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. IX

OCTOBER 1933

No. 4

CONTENTS

Zoning in Marginal Areas	GEORGE S. WEHRWEIN	155
What is National Planning?	ARTHUR C. COMEY	164
Helping Our Youth to Think in Terms of Regions	KARL B. LOHMANN	168
Slum Eradication in Hamburg, Germany	R. S. MACELWEE	173
Roadside Improvement	A. C. P. I. COMMITTEE REPORT	181
CURRENT PROGRESS:— <i>Remarkable Planning Record—Plan Projects Provide Unemployment Relief—Budgeted Program is Valuable Aid—Englewood Carries on Through the Depression—Planning for an Attractive Capital City—Harvard Course in National and State Planning—New Housing Study Announced</i>		187
ZONING ROUNDTABLE:— <i>Zoning and Taxation</i>		195
LEGAL NOTES:— <i>Modern Planning Legislation and the Small Park—Alleys</i>		199
N. C. C. P. & A. C. P. I. NEWS:— <i>National Conference</i>		201
BOOK REVIEWS & LISTS:— <i>Reviews—Recent Publications</i>		202

Published Quarterly at 11 Oak Street, Augusta, Maine, by

CITY PLANNING PUBLISHING CO.

GENERAL OFFICE: 12 PRESCOTT STREET, CAMBRIDGE, MASS.

HENRY VINCENT HUBBARD, EDITOR HOWARD K. MENHINICK, ASSISTANT EDITOR

CONTRIBUTING EDITORS

EDWARD M. BASSETT FRANK B. WILLIAMS JOHN NOLEN

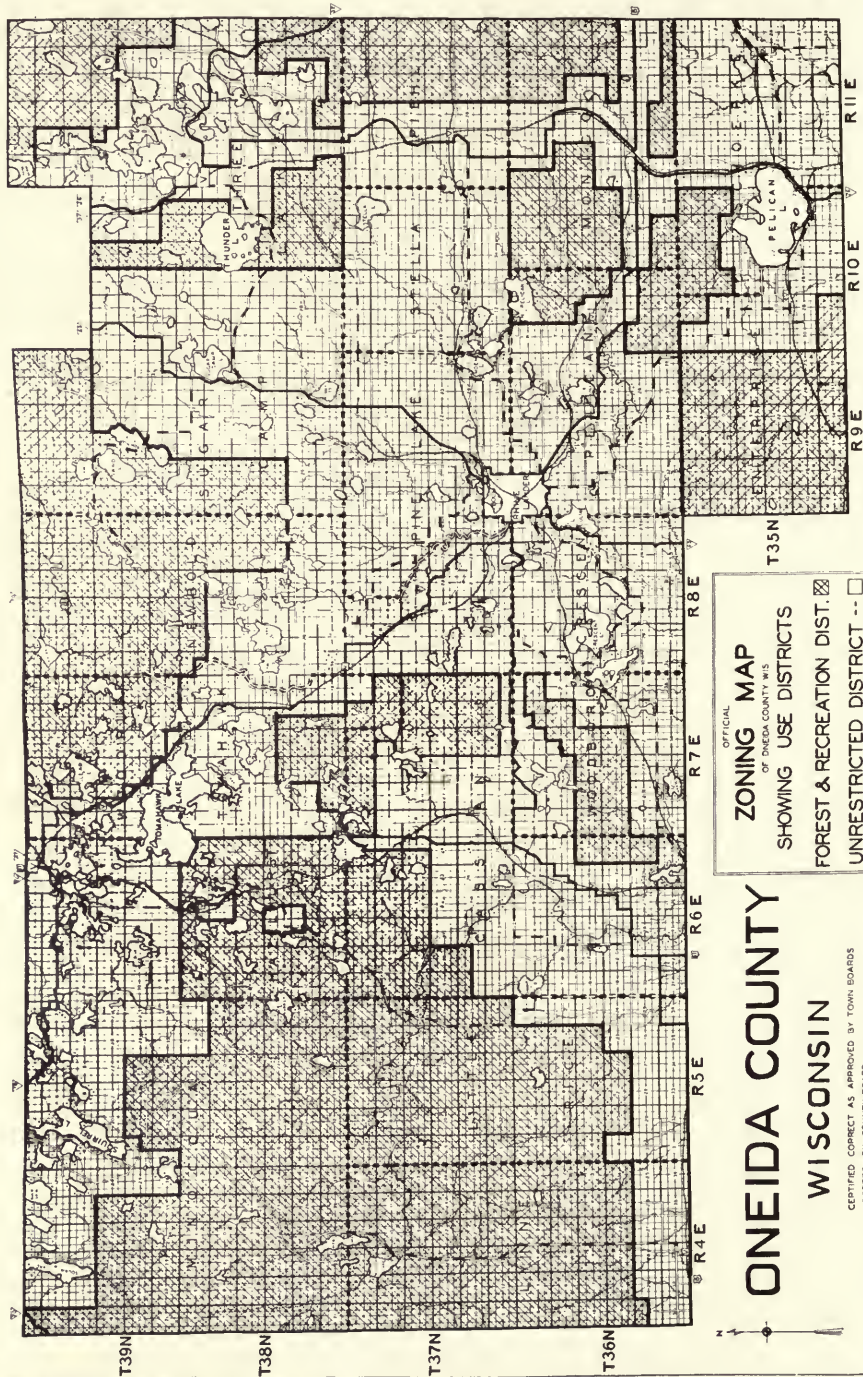
FLAVEL SHURTLEFF THEODORA KIMBALL HUBBARD

ELIZABETH M. HOUSTON, ASSISTANT TO THE EDITORS

CARL RUST PARKER, *Business Manager*

75 cents a copy, \$3.00 a year (Foreign \$1.00 a copy, \$3.50 a year)

Copyright, 1933, by Carl Rust Parker. Entered as second-class matter, April 8, 1925, at the Post Office at Augusta, Maine, under Act of Congress of March 3, 1879.



CITY PLANNING

OFFICIAL ORGAN

AMERICAN CITY PLANNING INSTITUTE
NATIONAL CONFERENCE ON CITY PLANNING

QUARTERLY

Vol. 9

October 1933

No. 4

ZONING IN MARGINAL AREAS

By GEORGE S. WEHRWEIN

University of Wisconsin

A CENTURY ago northern Wisconsin was still covered with the ancient forest. To-day the merchantable virgin timber consists of a few hundred thousand acres scattered in a score of counties. Judging by the manner in which the older part of the state was settled, it was believed that "farms would follow forests" even though it was recognized by careful observers that not more than a fifth or a fourth of the land is *good* farm land, and probably forty per cent is so poor that it should remain in forests. No plans or policies existed to keep this forty per cent in trees, and as a result a "no-man's land" of cut-over land was created which was neither farm nor forest, and which in many cases became tax delinquent as soon as the lumberman had cut the timber.

However, the period of rising farm prices from 1900 to the World War gave an impetus to the land movement. Land values doubled from 1900 to 1910, and almost doubled again in the next decade. "Free land" was gone in the West, and settlement went on more vigorously than ever on the "cut-overs." Schools and roads were built to accommodate the new residents, and towns, school districts, and other local institutions were started with expected population in mind. Reforestation was shelved; in fact, an adverse decision by the state supreme court blocked all further extension of state forests until an amendment to the constitution in 1924 again permitted the State to spend money for forestry purposes. The cutting of the remaining timber continued, increasing

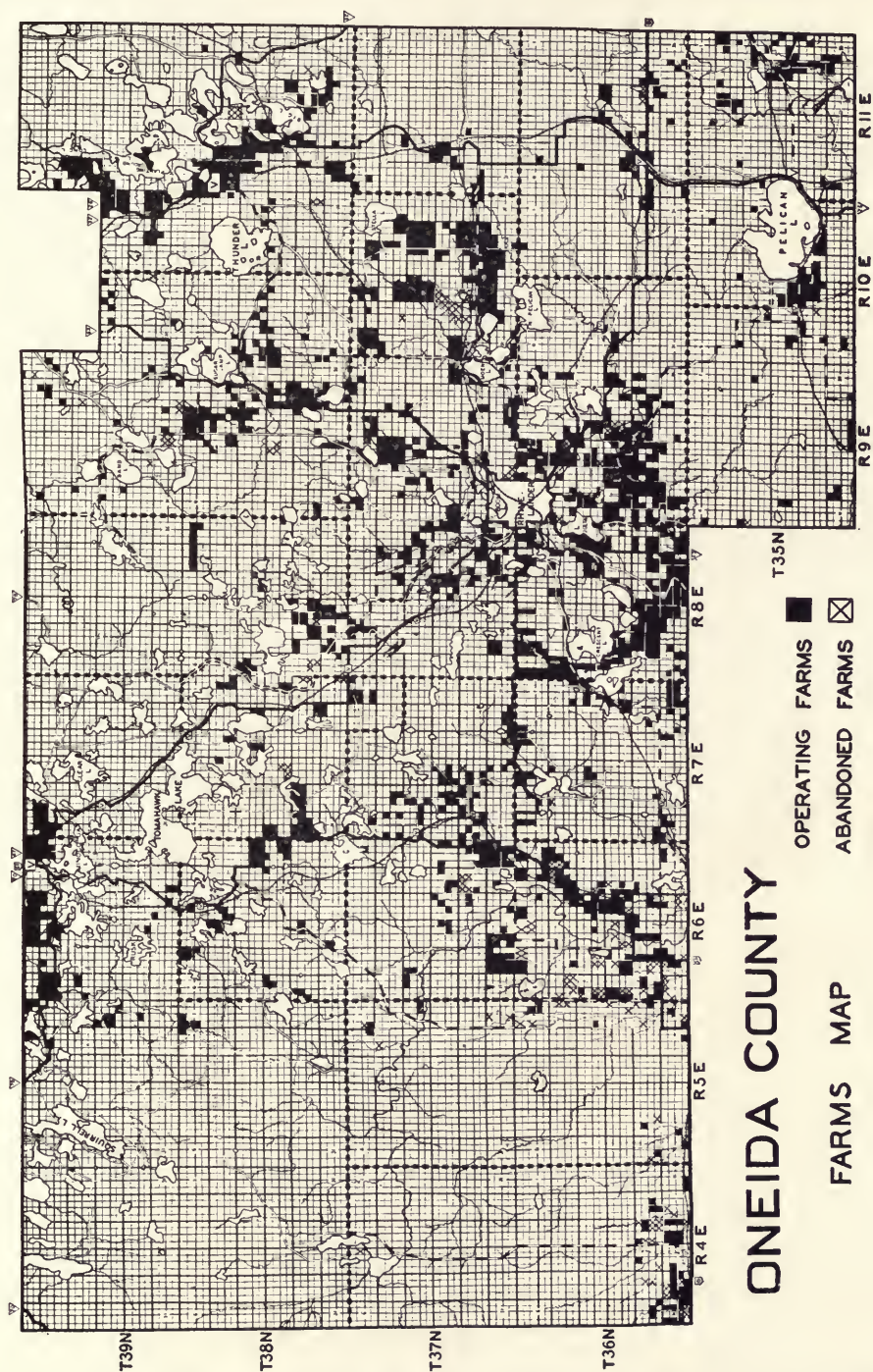
the total area of cut-over land to 13,000,000 acres in spite of the clearing of 20,000 acres a year during the height of the agricultural development period.

A cross section of the land situation in the seventeen northern counties of Wisconsin in 1920 showed only twenty-three per cent in farms, about twelve per cent still in merchantable timber, and a very small fraction used for resorts and summer homes, whereas sixty-five per cent was cut-over.

After the War came the slump in farm prices, and the situation was reversed. High wages in the cities, on the one hand, and low income together with the hardships of pioneer life, on the other, sent settlers back to the cities in droves. Abandoned farms appeared everywhere, particularly on land submarginal for agriculture. This land would have been abandoned even in normal times. Villages and cities which had hoped to become agricultural trade centers were disappointed. With farms abandoned, schools were left with but handfuls of children or were entirely deserted; roads likewise fell into discard. In other words, the northland was left with an overexpanded plant contracted for in a period of high prices, to be paid for in years of low prices and recession.

By 1930 agricultural settlements were more or less isolated communities centered on the better soils, near cities and villages, or strung along railroads and main highways. On the fringes of these settlements are scattered or abandoned farms, and beyond these are still more isolated settlers, many of whom are not doing much farming. Oneida County does not have as compact agricultural communities as do some of the other counties. Map No. 1 shows the spotted pattern made by the isolated farms. A high per capita cost of government results from small schools and from roads which must be maintained and have snow removed for only a few settlers for every mile of road. Rural free delivery and the work of the county agent, nurse, and superintendent of schools become more costly per unit of service as settlement spreads out.

One of the redeeming features of the post-war period, however, was the development of outdoor recreation. An appreciable amount of land was sold for summer homes, cottages, and resorts during this period. Together with the land suitable for recreation but not



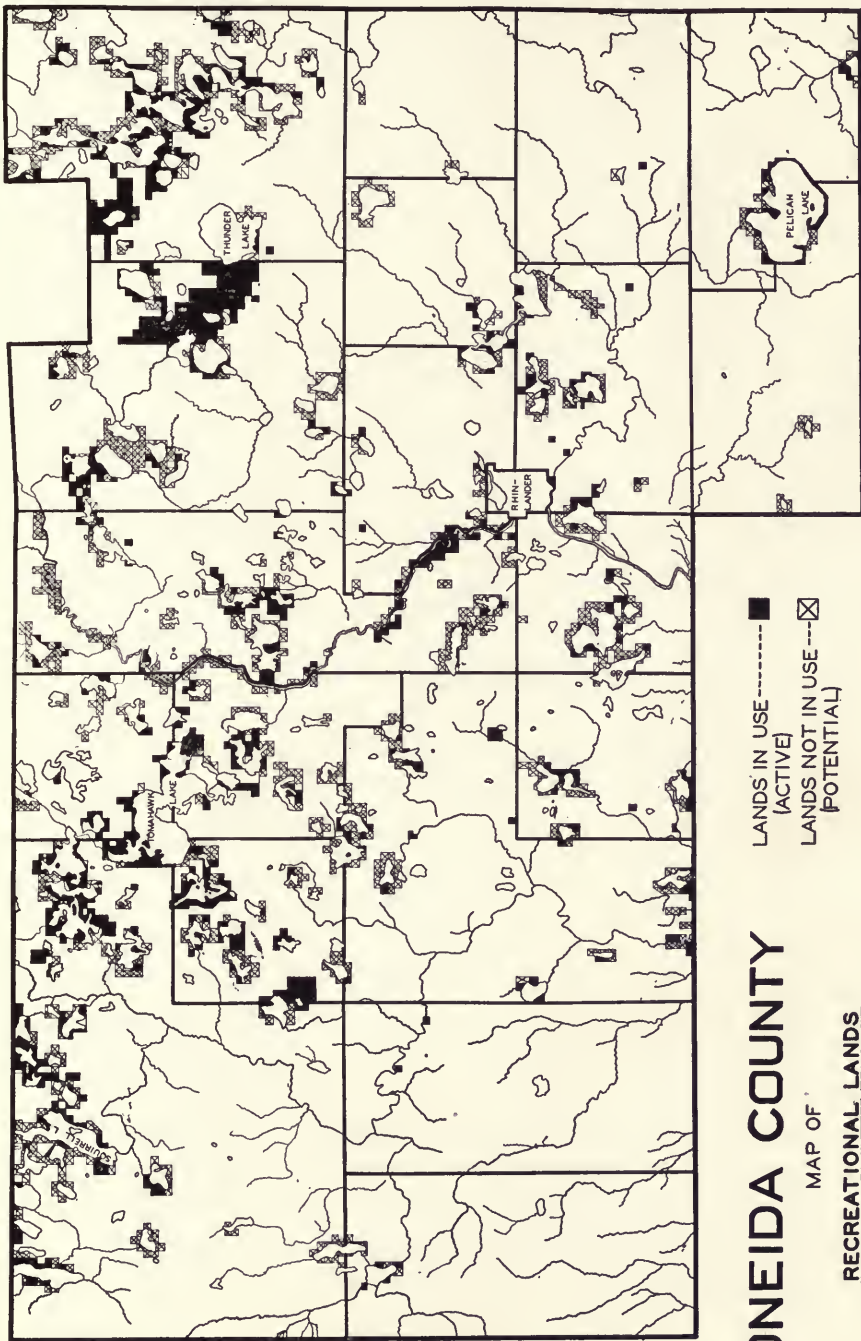
MAP NO. 1. A SPOTTED PATTERN OF ISOLATED FARMS

yet developed, this type of land represents twenty-one per cent of the assessed value of Oneida County (see Map No. 2). In Vilas County, a part of the same lake region, fifty-six per cent of the real-estate taxes were paid by resort owners and summer residents in 1930. However, other northern Wisconsin counties are not as fortunate as these two. Resort people make no demands upon the schools of the locality, but they do want good roads during the summer.

It is interesting to note that the excessive platting of land on lakes brought to the summer residents the identical problems which they tried to escape by seeking the "wide open spaces." Lots were made so small that crowding, sanitary problems, pollution of waters and beaches, and even traffic problems faced them here as well as in the cities. This was corrected by a law enacted in 1927 which requires lake-plat subdividers to submit their plats and plans to the State Board of Health, which has the coöperation of the Director of Regional Planning and the Real Estate Brokers Board. They have drawn up rules (which must be followed) for lot sizes, building setbacks, area requirements, street widths, sanitary regulations, and so forth. This is one of the earliest phases of the control over land uses in marginal areas, and in areas entirely outside of the jurisdiction of urban communities in Wisconsin.¹

Farms, resorts, and the remaining merchantable timber represented a smaller area of taxpaying land in 1930 than in 1920. The sixty-five to seventy per cent of cut-over, waste land, abandoned farms, and unwisely platted property soon failed to pay taxes after the slump in prices of farm products and in the farm real-estate market. By 1927 about three million acres had become tax delinquent, which has increased probably to five million by now. After three years of delinquency, the county can take title to the land, and although the counties do not like to acquire this "new public domain," more and more are doing so. In Oneida County in 1930 almost thirty-six per cent of the area was delinquent one or more years, and the County could take title to twenty-two per cent in that year. Map No. 3 shows the location of this land. It will be noted that the farms and resort areas have very little de-

¹"Recreation as a Land Use." By George S. Wehrwein and K. H. Parsons. Wisconsin Agricultural Experiment Station Bulletin 422, pp. 14-19.



ONEIDA COUNTY

MAP OF

RECREATIONAL LANDS

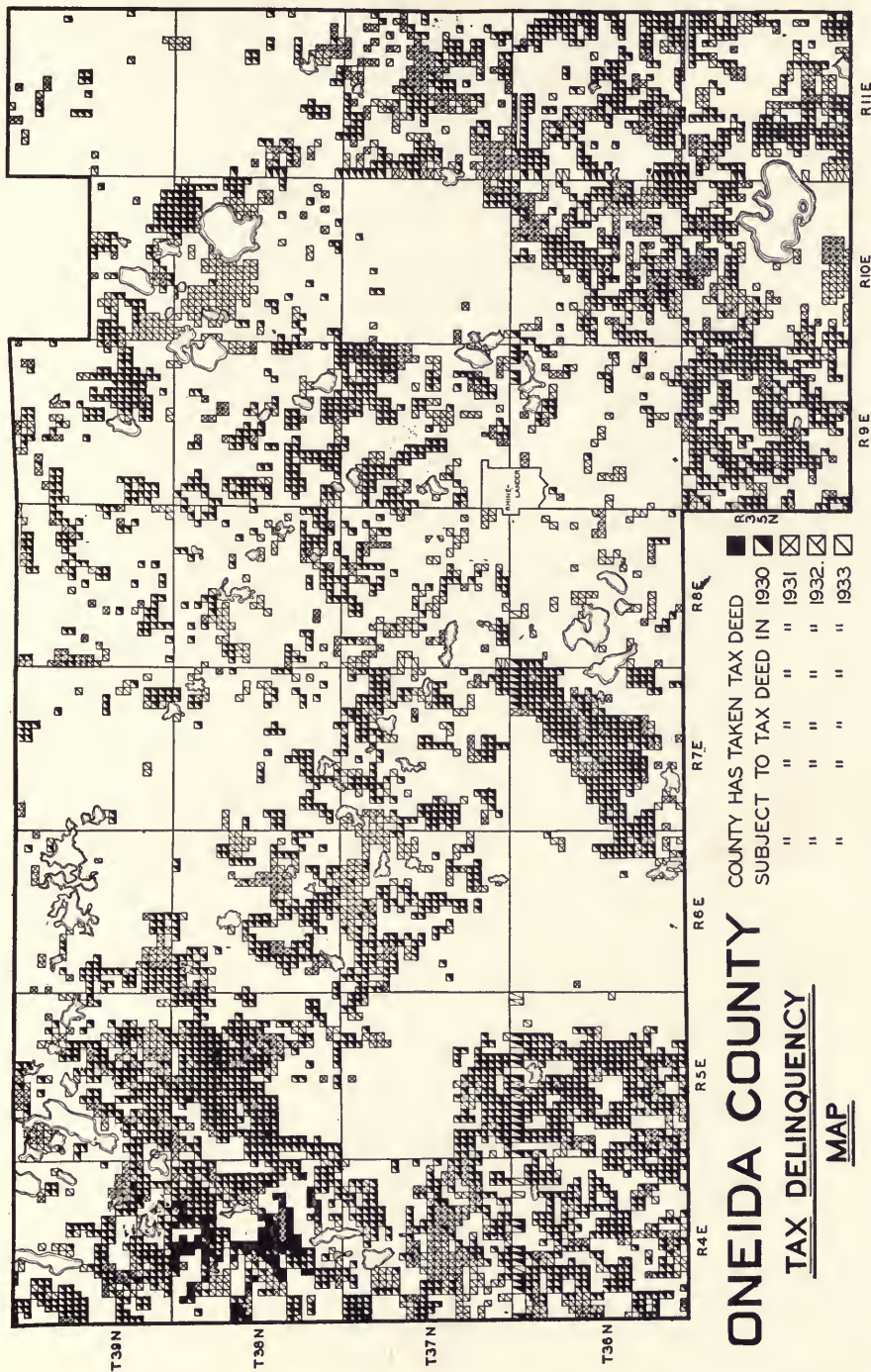
MAP NO. 2. LAND SUITABLE FOR RECREATION REPRESENTS TWENTY-ONE PER CENT OF THE ASSESSED VALUATION OF THE COUNTY

linquent land. Tax delinquency brought a crisis in the finances of local governments and called the attention of the people to its relation to land utilization. The State as a whole was involved because of the state aids which were being granted for schools, roads, and other purposes. Many counties called for land-economic surveys and studies to give them a basis for action, and eleven have been made, including those in Oneida County.

The failure of the "farms must follow forest" policy changed the emphasis to forestry and recreation as land uses. Under the Forest Crop Law, 300,000 acres have been entered as private forests, and counties have entered 400,000 acres under the same act. In this way some of the "new public domain" is being brought into a productive use. Oneida County has 40,000 acres in county forests. State and Federal forests have also been started in the county so that a program of reforestation by public and private agencies is well under way. However, land ownership is still an intricate mosaic because none of the forests consist of solid blocks. Counties are permitted to exchange lands to accomplish this, but not much of this has been done to date.

The public can control the use of the land it owns—in fact, the county can zone its lands under the zoning act—but what of the land it does not own? As long as a settler cannot be kept out of an area primarily suitable for forests, he is likely to buy sub-marginal land, which is usually abandoned after years of hardship and toil. Both the community and the individual suffer from such a tragedy. Meanwhile, he will want roads, schools, and other public services, which will cost more in one year than the settler will pay in taxes in a lifetime even if he "sticks." Towns are no longer compelled to build roads, but school facilities must be provided by building a school near-by, or by transporting or boarding the children at public expense. Besides, an area set aside for forests is subject to fire danger when the settler clears his land, and he in turn suffers damage from game. The amenities of recreation areas are also disturbed by close settlement.

In 1923 a law was passed in Wisconsin granting to county boards the power to set apart territory outside of villages and cities for residence, business, and factory districts. The purpose



ONEIDA COUNTY

TAX DELINQUENCY

MAP

COUNTY HAS TAKEN TAX DEED
SUBJECT TO TAX DEED IN 1930

1930 1931 1932 1933

was to enable cities and counties to coöperate in controlling land uses outside of cities primarily from an urban viewpoint. It was under this law that Milwaukee County passed the county zoning ordinance, "probably the first one based upon a State Enabling Act."¹

California began county planning in Los Angeles County in 1923 under a charter. Zoning in California has practically been confined to three phases: urban zoning about cities, protection of scenic areas, and regulation of roadside land uses, but the rest of the land is left unrestricted. Indeed, it has been said, "Beyond these three phases [enumerated above] . . . it is doubtful how far county zoning will apply land use regulations," except to control nuisances in agricultural areas. It is suggested that the traditional freedom of the open country should be left undisturbed.²

However, in 1929 an amendment was added to the Wisconsin law which enlarged the powers of the county board to include all classes of land. In fact, the law now specifically grants the power to "regulate, restrict, and determine the areas within which agriculture, forestry and recreation may be conducted, the location of roads, schools, trades and industries, and the location of buildings designed for specified uses, and establish districts of such number, shape and area, and may also establish setback lines, outside the limits of incorporated villages and cities. . . ."³

The three use districts specifically mentioned in the law are designed to fit marginal areas. Oneida County faced the problem of controlling settlement and land use, and in 1932 took advantage of the zoning act. A simple ordinance was drawn up calling for only two types of district: (1) a Forest-Recreation Zone and (2) an Unrestricted Zone in which agriculture, industry, or any other use not otherwise prohibited by law is allowed (see Frontispiece). But in the Forest-Recreation Zone the only uses permitted under the ordinance are forest industries or the production of forest products, summer recreation (cottages, camps, and resorts), hunting and fishing, quarries, and hydro-electric plants. All other uses, includ-

¹"Planning for Milwaukee County." By E. A. Howard. CITY PLANNING, Oct. 1929, pp. 214-221.

²"County Zoning under the California Planning Act." By Hugh R. Pomeroy. *Annals of the American Academy of Political and Social Science*, May 1931, "Zoning in the United States," Part II, pp. 47-59.

³*Wisconsin Statutes* 1931, Section 59:97.

ing residences, which would enable the owner to "establish a legal residence or acquire a legal settlement for any purpose," are excluded. However, there is no reason why people engaged in industries which take them into these districts should not live in the unrestricted areas, where schools are provided for the children. The ordinance permits nonconforming uses to remain, but if they are discontinued, the privilege ceases. Some of the areas have a few farms which will remain undisturbed under this provision.

However, before the ordinance could be adopted, it had to be submitted to the towns within whose boundaries the Forest-Recreation Zone lies. It must be remembered that the Wisconsin town is an important unit of local government co-equal with the county in many respects. The county board of supervisors consists of the chairman of each town and supervisors from villages and city wards. These chairmen are very alert in protecting the interests of these towns. A tentative ordinance was drawn up and carried to the people in a series of fifteen "educational" meetings called by the chairmen of the towns and attended by the county agent and the extension specialist in land economics of the University of Wisconsin. These men explained the law and the proposed ordinance. The response was indeed gratifying. The people wanted the districts enlarged rather than reduced in size, and the ordinance made more strict than the first draft suggested by the colonization committee of the county board. This is a pioneer country where "rugged individualism" is far more prevalent than in well settled farm areas or in cities, yet the right to control the individual in his use of land seems to be a reasonable right to these people if it makes for economy in government and promotes general welfare. However, the courts will have to decide whether the separation of agricultural from forest land with regulations and restrictions is a reasonable use of the zoning power.

In May, 1933, all the towns involved had approved the ordinance through the favorable action of the town boards, and the county board of supervisors on May 16 gave it their approval. This means that Oneida County is the first county in the United States to attempt to regulate the use of agricultural, forest, and recreational land under a county zoning law.

WHAT IS NATIONAL PLANNING?

By ARTHUR C. COMEY

Assistant Professor, Harvard School of City Planning

BY “national planning” we mean planning for the physical or material development of the nation for human use and enjoyment. While such planning is necessarily based largely on economic, social, and political planning it does not embrace these concepts except in so far as they are to be expressed in the physical environment of man. National planning means exercising foresight and directing human efforts according to a scheme for the entire nation, in the same way that city planning means foresight and direction for the development of a single city or urban aggregation. It is a type of regional planning, the largest type—short of world planning—that appears to be significant for the United States at the present time. It seeks to relate the cities and metropolitan areas, as well as the vast non-urban areas, one to another, and to balance the relative merits of regions of all types and sizes in determining their appropriate development for the greatest benefit of the greatest number which the nation can advantageously accommodate. It even pays some regard to those phases of possible world planning which may alter the nation’s welfare, in exactly the same way that city planning has paid regard to those phases of regional or state planning which materially affect the city’s welfare.

In its simplest form, national planning is the determining of the various uses to which land and natural resources are to be put. Expressed in another way, it is the locating of the various activities which are to be carried on by man. It seeks to establish a population pattern and environment most favorable to the public welfare. It would supersede planless drifting, subject to the blind or unrecognized forces of nature and personal goals, with a scheme and program of work distributed over a period of years which, we believe, however insufficient or immature it may be and however

Condensed from an address to be presented at the National Conference on City Planning, Baltimore, Md., Oct. 9, 1933.

much in need of frequent revision, will result in far greater effectiveness of human effort and the saving of untold waste. National planning is not the only means of effecting such benefits but it is emerging as an important one now within, or capable of being brought within, the field of practical application.

National planning must be done with due regard to existing facts and trends, though not in slavish subservience to them. To achieve a brilliant and worth while goal, zealous creative ability must be applied. The problems are so vast and complex that the coördinated efforts of many minds will be necessary to accomplish results worthy of the opportunity now presented by man's rapidly increasing understanding of natural processes and the readiness to utilize them for public ends. The scope of national planning will doubtless change from time to time. Little is to be gained by seeking immediately to embrace matters not appearing capable of being in any way subjected for the present to planned control. However, even such matters must be studied and allowed for in the plan.

In national planning, as in less extensive types of regional planning, there are a number of existing general conditions which must be studied, as they underlie those factors more specifically relating to the details of the plan itself. Without pausing to indicate their respective bearings on the subject, we may enumerate among these at once: climate; topography, natural and man-made; geology in its more general aspects; watershed areas; sociological conditions; and land classification. Some of these studies would appear to be the same or similar in content whenever done, but land classification in particular must vary continually according to the pressure of population that may reasonably be expected within any given period of time.

National planning must be a coördination or synthesis of the individual planning for all the phases of the physical world within its borders. Nevertheless, owing to its vastness and intricacy we must for the purposes of study and grasp break it down temporarily into its major components, always being careful nevertheless to retain attention on the interrelation of these components as the main object. For this purpose the major groupings may be, first,

the utilization of land and resources,—raw materials, their conservation and extraction, agriculture, and reserves for particular purposes; second, the population pattern, especially the distribution of that portion not engaged in extraction or agriculture, in relation to industry, trade, and culture; and third, transportation of various types, which is obviously for the most part a means of facilitating activity under the two previous categories and not an end in itself.

Although interlocking of fields constantly occurs, these main categories must again be divided for study. Under the first category will be found: mineral resources,—mines, oil, and others; forests, private and public; grazing; farms, including marginal problems; land reclamation,—drainage, flood control, prevention of erosion, and irrigation; water,—supply, sanitary protection, flow control, and power (navigation to be studied primarily as a type of transportation); fisheries; and a number of minor subjects.

Reserves for particular purposes may be grouped as: parks, scenic and others; “monuments,” national and historic; wild life; Indian; and military. The unallotted public domain at present constitutes an additional problem.

Planning of the population pattern in relation to industry, trade, and culture involves a study of social, economic, and other factors, trends, and causes; the optimum total population for the nation at any given time; the relative advantages of distribution near raw materials and on avenues of trade, whether at or near large centers or not, both for people themselves and for industry considered independently; and the relative merits of many small cities as compared with a few metropolitan regions, which are the modern counterparts of the large city. In common with the planning of large regions, such as the Tennessee Valley, national planning is concerned with the relation of the planning for the physical environment to opportunity for partial or intermittent self-sustenance and its ultimate desirability or disadvantages. Other “leisure time” problems involve the summer or vacation population pattern and other recreational activities. Recreation in the national plan affords an excellent example of the overlapping of its many phases.

Transportation may be conveniently divided according to type: highways, railroads, waterways, airways, and pipe and power lines. The planner studies especially the relative fields of utilization of these methods and their coördination, as well as the multifarious interrelations between them and land utilization and population pattern. Among special problems he notes the powerful control exerted by the present railroad freight rate structure on the distribution of industry, and how the population pattern may be modified by such methods, whether arbitrary or fitting in with physical factors.

No national planning proposals can be considered complete without consideration of administrative ways and means,—their relation to state planning, unemployment relief, and public works; the utilization of federal and other fact-finding agencies; the functioning of an adequate continuing federal planning agency; and legislative possibilities for insuring, or at least effectively promoting, the orderly carrying out of the national plan in the actual progressive development of our physical environment.

NATIONAL PLANNING IN PRACTICE

The plan for the Tennessee Valley aims at nothing less than the displacement of haphazard and chance development by a far-reaching program of social and economic planning.

It will undertake to secure a balance between agriculture and industry by developing industries peculiar to the region. There will be an effort to check destructive soil erosion by forestation and by better farming methods. Unless present tendencies are brought under control the agriculture of this region will be but a transient episode, followed by conditions as barren of fertility as those of Greece or Western China.

Not by dictation, but by coöperation and demonstration, the fundamentals of a planned social and economic order may be introduced into this region.* The picture of the Tennessee River drainage area is in many respects typical of many rural areas in America. In so far as the efforts of the Tennessee Valley Authority are successful, they may serve as precedents for other regions.—DR. ARTHUR E. MORGAN in radio broadcast, Aug. 15, 1933.

HELPING OUR YOUTH TO THINK IN TERMS OF REGIONS

By KARL B. LOHMANN

Department of Landscape Architecture, University of Illinois

THERE has just been completed at the University of Illinois a new course in regional planning. Almost fifty students attended the sessions of the class and more than a score of speakers assisted in carrying out the program. The timeliness and value of the discussions were realized more and more as the course progressed. It was an impressive coincidence, for example, that the establishment of the Tennessee Valley Authority should come at about the time of the final meeting of the class. The feeling that the new President was personally interested and well informed in matters of regional planning also helped to focus attention on the subject. No doubt interest was strengthened also by the prospect of hearing a score or more of speakers, several of whom, like Messrs. Henry Wright, Harland Bartholomew, and Jacob L. Crane, Jr., are nationally known in planning fields. But most important of all, the prospect of enjoying opened vistas through the haze of ineffective living to the better living facilities beyond was most challenging. How this is possible may be understood from the following summary.

The course was concerned primarily with a study of regions and groups of regions, interdependent relationships, and planned arrangements, and comprehended metropolitan, county, state, and national planning. It was thought of as an intelligent, farseeing effort to utilize to the best advantage the elements constituting localities and regions. It emphasized coördination, unification, and order. The early part of the course was given over to a study of the regions of various kinds and to a consideration of the several elements and their disposition within the regions. This portion included climate, natural resources, people, communities, and means of communication.

NATURAL RESOURCES

In his talk on Climate, Dr. J. L. Page, Assistant Professor of Geology, told about the climatic zones and the climatic regions. The relation of climate to architecture was presented by Mr. Rexford Newcomb, Dean of the College of Fine and Applied Arts, who showed how climatic conditions of temperature, precipitation, winds, and breezes, as well as the influence of the people, are closely connected with architecture. Mr. W. O. Blanchard, Professor of Geography, showed the relationship between natural environment and economic life, and pointed out the influences that are characteristically at work in certain regions.

Dr. R. S. Smith, who is engaged in a study of the classification of lands in Illinois, told about the attempt to make the most effective use of land,

which involved work in rating every type of soil as to its productivity, adaptability, and general agricultural value. The value of each type for pasture, timber, and crops of various other kinds is appraised. The problem of land classification was presented from the viewpoint of the economist also, by Dr. C. L. Stewart. He followed through an outline of natural resources as developed by Professor Ely and others, including the resources on the surface of the earth and below it, and also covering land transportation, communication, and recreation. Land classification offered opportunity for a class discussion of zoning in the region at large and the control of subdivisions.

The geological aspects were presented by Professor C. H. Crickmay, who called attention to areas that had similar geological structure: such larger divisions as the Atlantic Mountain area, the Great Interior and Western Pacific Mountains, and smaller geologic provinces or regions such as the Atlantic Coastal Plain, the Blue Ridge Mountain Province, the Appalachian Plateau, the Colorado Plateau, and the Pacific Coast Mountains.

Among the regional resources discussed were those of water power. Mr. J. J. Doland, Associate Professor of Civil Engineering, explained as the keynote of his talk that it is not enough to develop water resources of a region for power alone. The increase in the efficiency of machinery has made coal more advantageous and has reduced fuel cost tremendously, thus tending to some extent to push water power out of the picture. However, there are many times when it is possible to build dams so as to derive other benefits than production of power, as at Boulder Dam. If power structures are built for power alone, they cannot compete with steam, from the standpoint of cost.

Part of the problem of utilizing or controlling the water resources is that of drainage and flood control, and this subject was assigned to Mr. G. W. Pickels, Professor of Civil Engineering. He pointed out the several ways of controlling floods by deepening streams and enlarging them, and retarding the water flow by building reservoirs. Floods are not larger or more frequent to-day than in early days but are more disastrous. In days gone by, people built on high ground; now they get nearer and nearer to the low levels in order to secure power and valuable lands. Mr. Pickels described the Ohio Conservancy District as a model project in flood control in which plenty of money and time were available for thorough investigation and well laid plans.

The importance of recreational resources as a regional problem was presented to the class by Professor O. G. Schaffer, Head of the Department of Landscape Architecture, who stressed the trend in the direction of increased leisure for all classes of people and its relation to recreational resources; he emphasized the need for a policy providing for outdoor recreation, playgrounds, athletic fields, parks, and tree-lined highways giving access to game preserves, forests, and streams. He pointed out the possibilities of developing the many acres of tax delinquent land that are reverting to the states, and advised a well directed and controlled recreational development in state and nation.

POPULATION PATTERNS

People and communities in the regions received appropriate consideration. Mr. W. R. Tylor, Professor of Sociology, discussed the trends of centralization and decentralization of population and the distribution in geographic divisions. Suburbs are increasing, small cities near or in metropolitan areas are growing faster, and metropolitan districts are the areas of large growth.

Decentralization was also discussed by at least two other speakers in the course. Mr. A. G. Anderson, Professor of Business Organization and Operation, explained the causes, factors, and advantages of decentralization or centralization of industry. Mr. Harland Bartholomew, Resident Professor of Civic Design, warned the class not to be carried away entirely with the idea of decentralization, which could be regarded as a delusion of escape, but rather to be guided by economy and balance in planning, both physical and economic. Instances were cited of a spread of population that has led to disintegration and to the inability to pay the tax bills involved.

TRANSPORTATION AND COMMUNICATION SYSTEMS

Another group of talks in the course centered around communication. Three basic types of highways were discussed by Mr. C. C. Wiley, Professor of Highway Engineering,—the trunk roads, local roads, and connecting roads. He considered connections within a detached region and between distant regions, factors of access, minimum grades, relation to resources, and relative use. Railways were discussed by Professor E. E. King, who thought of the problem as one of the metropolitan region. The railroad must carry there and distribute much of the freight that the region imports. It must collect a large part of the freight that the metropolitan area produces for export and haul it away. It must interchange much freight that has its origin and destination within the region. It must handle some portion of the passengers who commute within the region itself.

Airports also had a place in the program. Under this heading, Mr. J. S. Crandell, Professor of Civil Engineering, discussed their relation to other forms of transport; the kinds of airports and the distribution of airports in a region such as that of Philadelphia. The subject of Sanitary Planning was discussed by Professor H. E. Babbitt. His remarks led to the conclusion that without the regional concept as applied to the sanitation of a locality, scores of cities will go their own way and will plan and build without regard to others in an overlapping, non-coöperative confusion.

PLANNING OF SPECIAL UNITS

Metropolitan, county, state, and national planning were studied by the class not only in connection with the previous discussions but separately as well. Mr. Henry Wright, community planner and visiting lecturer, reported regional planning activities in Germany.

The program included also a talk on State Planning by Mr. Jacob L. Crane, Jr., of Chicago, who described state planning activities in New York, Michigan, Wisconsin, Virginia, Pennsylvania, and Texas, but more particularly in Illinois and Iowa. He described the Iowa Twenty-five Year Conservation Plan,—a well organized plan for the utilization of fish and game resources and for the development of state parks and so forth. The primary motive was to provide better recreational services throughout the state. There are also urgent problems of soil, woodland, and water conservation. He told about thirty artificial lakes that supply fishing and recreation but also equalize stream flow and check soil erosion.

As part of the national planning discussion, Mr. Simon Litman, Professor of Economics, talked about transportation lines. We have at present an oversupply of transportation facilities similar to the oversupply of other commodities. There is harmful competition between railroads, and trucks and other motor vehicles; coastal traffic through the Panama Canal has injured the railroads. He called attention also to circuitous transportation and out-of-date equipment, as well as unnecessary and wasteful lines. What we should have, he feels, is a nation-wide reorganization of the railroads.

The subject of National Economic Planning was treated by Professor M. J. Wasserman, also of the Department of Economics. He explained the structure of the economic system and the various economic epochs.

GOVERNMENTAL CONSIDERATIONS

It is not the best theoretical plan for a region that accomplishes the most but the most workable plan from the standpoint of public administration. Mr. C. M. Kneier, Assistant Professor of Political Science, spoke from this point of view, calling attention particularly to the multiplicity of governmental units as an obstacle to regional planning, and suggesting remedies. He noted that in the United States there were about 250,000 different governmental bodies. Cook County outside of Chicago has 355 such units. He then presented the possibilities of annexation, and the matter of organizing regions or larger units well suited for administration. The federated plan, with certain powers delegated to the region at large and other powers reserved for the individual communities, was cited as a desirable arrangement. He also discussed the establishment of certain special districts for dealing with problems which transcend local boundaries. Another suggestion included a metropolitan arrangement whereby the central city agrees to perform certain services for the outlying districts. In the Chicago region for example, one water system would be better than the 169 systems that now exist.

These discussions of various phases of regional planning presented from widely different viewpoints gave the students a new conception of the scope and immensity of problems of planning for the region, state, and nation.



SLUM DEMOLITION IN PROGRESS

The *London Daily Graphic*, in the fall of 1914, published photographs of this section of Hamburg, claiming the demolition to be the result of a British air raid.

SLUM ERADICATION IN HAMBURG, GERMANY

By R. S. MacELWEE
Consulting Engineer

THE present agitation for slum eradication through demolition and reconstruction is a most worthy movement. It has one very excellent precedent in the experience of Hamburg, Germany.¹ This operation was called the "Sanierung" and is a splendid example of slum eradication and city modernization. The Hanseatic State of Hamburg comprises about 160 square miles, which is approximately the size of Connecticut. In 1929 the population was 1,226,000, about equal to that of Connecticut; of this number, nearly 1,138,000 lived in the city of Hamburg, which therefore ranks between St. Louis and Philadelphia in size. The free citizens of this free city of Hamburg are merchants—world merchants—who handle the trade of the Port of Hamburg, which exceeds that of Liverpool and is nearly as great as that of New York and London.

Hamburg, a city of importance since the Middle Ages, preserved almost to present times its picturesque old quarters dating from the beginning of the seventeenth century. The old city of Hamburg, that section enclosed by the ancient walls and the harbor, was for centuries unable to spread beyond these barriers. Therefore the buildings of two to three hundred years ago were crowded together with little regard for adequate light, air, or traffic. Large sections had no streets at all, being a maze of winding passages and courtyards. There were no sewers, and the water supply came from surface wells. As Hamburg grew, these sections confined by the ramparts became more crowded. The city later extended past the old walls and finally the ramparts were removed entirely, and the space used to make handsome boulevards and parks. The old quarters were gradually abandoned to the poorer working people and thus became slums, in the London or New York conception of all that this word means. Thoughtful citizens realized that remedial action was imperative, not only for philanthropic reasons but also because these old quarters hindered street traffic, were a severe menace to the health of the entire city, and constituted a serious fire hazard.

EARLY ENTERPRISES POINT THE WAY

The first move toward improvement was to open the passageway quarter of the North Neustadt for vehicular traffic. This was a private enterprise of building speculators not much concerned with bettering living conditions.

¹The materials for an article upon this work, carefully assembled from 1912 to 1914, are just as instructive to-day as they would have been if the outbreak of the War in Europe had not prevented the completion and publication of the material in 1914.

Where new traffic avenues were needed, the City granted concessions permitting the condemning, purchasing, and razing of buildings for the laying out of new streets and the platting of sites of adequate frontage for the erection of large, modern business blocks. From 1867 to 1877, three streets totaling 790 meters¹ were opened. While these first experiments were faulty in detail, nevertheless they pointed the way to a later solution of Hamburg's slum problem.

The City, dissatisfied with rebuilding by private enterprise, tore down another zone of old Hamburg and built the Kaiser Wilhelmstrasse, 500 meters long. This project was only partially successful; in order to save as many of the old structures as possible, the building plots on the new streets were made too small and did not invite the proper type of rebuilding, and the work did not go far enough. However, this municipal enterprise gave the City the desired artery and set a precedent which demonstrated: (1) the necessity of the removing (or "Sanierung") of old Hamburg; (2) that the City was better fitted than private enterprise to accomplish this; (3) that the work must be done on a large scale, according to a comprehensive plan; and (4) that it would be a vastly expensive undertaking. There was great opposition to any radical plan of wholesale demolition. The owners of the tenements foreseeing loss of income; shopkeepers threatened with the destruction of their business; the dwellers in the district faced with eviction from their homes; the Socialists crying "Paternalism," and the Conservatives, "Socialism"; the sentimentalists bewailing the loss of picturesque old Hamburg,—all opposed the undertaking.

CHOLERA EPIDEMIC SPURS CITY TO ACTION

In 1892 came the cholera, with the suddenness and violence of a north-western blizzard. There were over fifteen thousand cases and eight thousand fatalities. The city was in a panic; commerce and trade stood still. As had been predicted, the quarters where the cholera raged were the slums of old Hamburg. The nurses and physicians who came to the stricken districts discovered the distressing conditions in the slums; behind the romantic façades existed all the misery of the poor in cities. Lack of proper light and ventilation, terrific overcrowding, and attendant evils came to be known and feared.

One of the first steps taken to fight the cholera was the organization of a provisional Hygienic Institute. Through its activities the cholera was checked, but Hamburg was now thoroughly aroused to the fact that the cholera or any other epidemic must not occur again, for it cost too many millions to shipping in the Port of Hamburg, quite aside from any humanitarian considerations. Therefore the provisional Hygienic Institute was made permanent. This institution has ever since been an active factor in improving the conditions of health in the city and watches vigilantly over everything which may endanger the health of the citizens of the republic.

¹One mile equals 1609 meters.

The work of prevention, being more important than cure, was undertaken without loss of time. A special Commission for Bettering Living Conditions, appointed in January, 1893, submitted a comprehensive report based on exhaustive studies, outlining a plan for rebuilding large sections of the city. The objects of this entire project were: (1) the removal from the center of Hamburg of the most unsanitary quarters; (2) their rebuilding with suitable tenements and other necessary buildings (for the housing of harbor



A picturesque street



Passageway in area without streets

Conditions in Old Hamburg

workers near the waterfront was imperative); and (3) the provision of highways and business blocks.

With the cholera epidemic, the emphasis shifted from traffic to sanitation. The provision of healthful tenements for the workers was, the epidemic proved, not philanthropy alone but good business policy. It was partly due to the general acceptance of this practical viewpoint that laws could be passed to carry out such a radical plan in the face of the obstructionists.

The Commission reported three sections as in need of immediate attention and outlined in detail work to be accomplished in the future. It involved the tearing down and the complete removal of nearly sixty acres of solidly

built city, the displacement of nearly sixty thousand people, and an expenditure of over ten million dollars more than the receipts from land sold. The prevention of epidemics through sanitation was, and is, a large job.

EXTENSIVE SLUM ERADICATION UNDERTAKEN

After much debate, the Senat and Bürgerschaft enacted the necessary legislation to permit the carrying out of the plan. Some of the many provisions underlying the entire work were as follows:

I. The supervision of the work was in the hands of the Commission for Bettering Living Conditions, which acted in accordance with the dwelling improvement law of June 8, 1898, and in coöperation with the Building Police. It made its demands directly to the owners of property in which it found inadequate dwellings, and the tenants were affected only in cases where they allowed unhealthy conditions to exist in otherwise satisfactory homes. Financial aid was not given by the City except in instances where large sections had to be destroyed and completely rebuilt.

II. The removal of undesirable living quarters was brought about by the Commission and the Building Police, (a) by designating buildings as untenable under the new regulations, and (b) by prescribing building changes in the houses in question which the owners were obliged to carry out at their own cost under supervision of the Building Police. The City granted indemnity to owners of small businesses who had to start business anew somewhere else and who consequently had to suffer considerable lapses of time without income, but the City did not find new homes for the families removed from the sections razed, because this did not prove necessary. Neither did it give financial assistance to families who had to move from the condemned houses.

III. In rebuilding, the City did not go into the building business itself. This would have injured the private building industry besides involving the City too heavily. The desired result was accomplished by properly restricting the city property disposed of to private builders. In general, the law of supply and demand caused private builders to supply sufficient flats of varying sizes and rents to suit the needs. General building laws regulated this private enterprise.

The City paid a large sum to increase the quality of tenement buildings by paying the difference between the price paid for the property and the much lower price which it could have brought if resold under the restricted building clauses.

In drafting new building laws, the Commission followed the example of Berlin in requiring, among other things, suitable open space, adequate amount of light and air, the provision of a separate kitchen for each flat, a minimum size for sleeping rooms, and minimum heights for all rooms, and in prohibiting the use of cellars and attics for residence.

The valuation of the condemned property proved to be a difficult problem but in most cases the owners, still quaking from the horrors of the cholera, entered into the spirit of the undertaking and there was remarkably little friction.

After gaining title to the new districts, the Commission had to decide where to begin and how fast to proceed with the tearing down. The worst quarter was the Southwest Neustadt near the harbor, because at high water this section was flooded, so that the cellars and ground floors were often under water for long periods at a time. This condition was aggravated by the overflowing of the sewers. It was therefore decided to start with this section and to remove it completely.

The new streets were laid out with a minimum elevation of 9.2 meters above high water, and with a width of 17 meters. Cross streets were laid out 12 meters wide. The new streets were not only well paved but provided with sewers, water mains, and utility lines.

In the first section of four of the nine blocks, 213 buildings in private ownership were torn down, and from the many small plots, 22 larger plots were sold. The sale of the property by the City was severely criticized. It was felt that after spending huge sums on the purchase of the land, the City should benefit by the increase in the value of the property and should control the sections in order to avoid the necessity of further slum clearance in the future. This seems to be a very logical point of view, but there was strong opposition to the government's entering into private business. The City lost 4,000,000 marks on the sale of the land, and paid in addition 1,700,000 marks for building new streets with the necessary pavements and sewers, so that the price of this welfare work was very high.

The tearing down of the old houses of the first section of the Southwest Neustadt was begun September, 1900, and finished August 1, 1904. Each of the four periods of demolition took three months. An interim of one year was left between each period, in which to lay out and build new streets, sewers, water mains, and so forth. This method provided new homes for the people who would be put out of the next section to be razed. The street work, including sewers, pavements, gas, water, and electricity, and the remodeling of those few buildings left standing along the borders lasted from March, 1901, until August, 1905. The undertaking naturally met with great opposition from the dislodged workers (some of whom had to be smoked out), but by 1913, when the last area was cleared, they had come to appreciate what the City had been doing for them, and opposition was replaced by festivity.

After the tearing down of a section came the rebuilding. As mentioned above, it was considered very desirable to supply adequate, practical, and cheap dwellings for the laborers required in the harbor activities. The City accomplished this end by carefully restricting and supervising the building, and by offering the lots for sale at a figure that showed a financial loss

but which made it possible for builders to realize a nominal return on their investment. There seems to have been very little difficulty in selling most of the property, and gradually entire new sections of comfortable model apartment houses appeared on the sites of the old slums.

It was stipulated that the buildings consist of cellar, ground floor, and four living floors above. The upper floors were to be used for dwelling purposes only and were to be divided into small flats of specified minimum size consisting mostly of two living rooms, a separate kitchen, and toilet, which were to be rented to single families only. Ample light and air were provided, and no factories or obnoxious businesses were permitted. The maximum rents were fixed at very reasonable rates.

Even from the mathematical side, the project showed substantial improvements. As the rebuilding work progressed, the number of flats housing more than one family steadily diminished. This improvement in living conditions was accompanied by a decline in the death rate, which in 1913 was the lowest of the large cities of the world. The City, therefore, was amply justified for the very radical and expensive course taken to rebuild itself, for the results began to show before the great task was little more than half completed.

MÖNCKEBERGSTRASSE, HAMBURG'S SHOW STREET

Not all of the work of the "Sanierung" has been confined to model tenements and the housing of the poor. In the general clean-up, Hamburg has built a show street which is interesting and imposing and certainly much more talked about than the model tenements. After the work in the harbor district of the South Neustadt had been under way for some years, the section now traversed by Mönckebergstrasse in the North Altstadt was built. This is the great avenue (opened in 1906) leading from the Town Hall to the Central Railroad Station. With its imposing width of nearly ninety feet and flanked by handsome office buildings, it sweeps for half a mile through the heart of Hamburg's business center. The quarter now traversed by this avenue had been condemned in the original "Sanierung" plans, because it was one of the oldest and most disreputable quarters in the city. The forces which gave it its present form were two: (1) the opening of the new Central Railroad Station necessitated an avenue for traffic between it and the Town Hall; and (2) the electric railway companies needed a right of way through this quarter for part of their new elevated and subway system. Obviously property situated on such a wide thoroughfare with improved traffic facilities was more valuable for business purposes than for model tenements, and a beautiful business thoroughfare was therefore created.

This street was devoted entirely to business. The large department store of Rudolf Karstadt occupied a block in itself. The other buildings were devoted to small stores on the ground floor and to offices above. As a shopping



Möntekebergstrasse showing the Karstadt Department Store



Model Apartments for Harbor Workers

THE NEW HAMBURG

district, the new street was a disappointment. The old shopping center, not over five minutes' walk away was compact, convenient, and undisturbed by traffic, and people were loath to change their shopping habits. On the other hand, the new office buildings on this street were fully occupied, and had an additional beneficial influence on the entire office life and way of doing business in Hamburg. The influence exerted on the older office buildings by the removal of large numbers of firms into the new, light, airy, sanitary offices, with all the modern conveniences, was marked. It left the old buildings empty, so that they had either to be removed and new ones built in their places, or to be let in flats to poorer classes. Thus was Hamburg not only getting a new city but was getting new slums as well.

There has been much sentiment about the passing of old Hamburg. Many with the artistic temperament have lamented the "Vandalism." The loss is more sentimental than really artistic, for the old structures contained very little of architectural value. Besides, many of the modern buildings have been carried out in the North German baroque style, and where it has been possible, old structures of real historical or artistic value have been preserved.

With all the criticism and obstruction from without and mistakes from within, Hamburg has accomplished a herculean task in rebuilding itself. May this work be helpful in pointing the way for American cities which are struggling with similar problems.

SLUM CLEARANCE BY PRIVATE ENTERPRISE IMPOSSIBLE

Private enterprise has left the slums of America's cities to stew in their own unhealthy juice, and cities are now paying the price of this failure in higher taxes to meet the fixed charges for paving and water and sewers, which the slums and blighted areas cannot pay for themselves; in increased fire risk; in increased health problems; in greater costs for police protection and in the depression of adjoining property values.

It is not possible without a subsidy to produce housing for the lower income groups. American cities cannot produce a single instance in which slums have been cleared and new dwellings built to rehouse the dispossessed occupants by private enterprise operating on a commercial basis.

Low-cost housing is needed, not only to provide shelter, but to protect the health, safety, and morals of our people; and it differs from all other types of job-creating activities in that it throws a permanent bulwark against the social dangers of unemployment and depression.—SECRETARY HAROLD L. ICKES.

ROADSIDE IMPROVEMENT

THIS is a report¹ on the subject of the relation of city planning, including zoning, legislation, and procedure in dealing with the problem of roadside uses such as billboards, hot-dog stands, barbecues, and other well-known forms of development along highways.

The objective that is in mind is, of course, that of the reduction of the evils of unregulated development along the highways. We are all so familiar with these evils that a description thereof would be superfluous.

City planning and zoning forms of regulation are not necessarily the exclusive methods which are open for dealing with these evils. The police power includes, of course, many types of regulation of the use of property which do not fall within the scope of city planning or zoning, which do not apply the techniques of the art or science of city planning, or which do not involve identical legal questions. While, therefore, these other types of regulation do not fall precisely within the subject matter of this report, they have a certain bearing thereon, which will appear later; and it is well to realize that there are other fronts on which the battle against the roadside evils can be successfully fought. For these reasons we are including a short resumé of these other forms of regulation which, with varying degrees of success, have been applied, almost exclusively to billboards. They are:

- (1) Taxation of billboards, the rates increasing with the size of the board and, possibly, with its proximity to the road.

- (2) A license system under which licenses are withheld from both safety and esthetic considerations, such as danger to travelers on the road and protection of view and landscape.

- (3) Safety regulation providing for a system of prohibition of billboards at points where, by reason of proximity to curves in the road and road intersections, boards might impair the safety of travel.

- (4) Esthetic regulation; that is, a system whereby boards might be prohibited at points where scenery and landscape beauty are especially interfered with. The legal questions need not be discussed here.

These types of regulation involve the selection of the parts or portions of the roadside strip from which billboards and other uses are to be excluded. This selection might well be left to the state highway department or other public administrative departments which build or regulate the roads.

- (5) The type of safety and morals regulation analogous to customary billboard regulations in cities.

- (6) Acquisition by public of easement over strip along highway for protection of scenic beauty.

There is now being advocated a form of regulation which is called "zoning," and which purports to apply to the strip along the roadway, of designated width, legislation which uses the terminology and forms of zoning and planning legislation and contemplates administration which, in form at least, is similar to the administrative methods which are applied in the application

¹A Report of the American City Planning Institute Committee on Roadside Improvement.

of zoning plans and legislation.¹ Indeed, it is a proposal along this line which occasioned the appointment of this Committee, and some discussion of that proposed type of legislation falls, therefore, within the scope of this report.

Of course any strip of land, or for that matter an area of any other shape, can, so far as a question of English language is concerned, be called a zone. Consequently, any type of regulation of the use of strips of land, or areas of other shape, could, as a matter of language, be called "zoning." Indeed, the word "zone" is applied in many types of legislation or administration which do not fall within the field of city planning. Street railroad rates are fixed in some places on what is called the zone plan. Air-mail rates are zoned. Railroad freight rates are zoned. Regulation of nuisances or traffic speed is in cities sometimes applied according to areas called hospital zones or school zones. City planning has not a monopoly of the word "zone" or "zoning."

However, "zoning" as used by the city planning world, such as this Institute, has come to signify that class of legislation and administration concerning the uses of land which is formulated and applied through the exercise and application of that special art and science which we know as city and regional planning, and whose methods are the methods of that special art or science. The words "zone" and "zoning," or an expression like "zone plan," have to an increasing extent acquired a definite, recognized, authoritative meaning, connoting the application of this special art or science. There has developed and is developing a body of law which uses the term "zoning" and analogous terminology in this special sense; and this legal development furnishes strength and support to the application of this special art and technique which we call city and regional planning. In judicial opinions, the type of regulation which we call "zoning" has come increasingly to be based upon the fact that it represents an application of this special art or technique.

Consequently, the use of the terminology of zoning or the forms of zoning legislation and administration for a type of regulation which is not inherently and essentially an application of those concepts and principles which have come to be developed and recognized as the basic legal, moral, and intellectual supports of city and regional planning, including zoning, carry the danger of weakening those supports through a confusion of terminology and of meanings.

It is our opinion that the proposed so-called "zoning" legislation for dealing with the roadside development, contains, in its tendencies and effects, this danger to city planning and zoning. Zoning, as we know it, has come to

¹EDITOR'S NOTE.—Of course there might be areas of such a nature that, in the zoning thereof in accordance with zoning principles, the roadside strip would come to be treated as one of the districts. For instance, there might be a county in which the land was all agricultural and had no need for the carving out of any districts other than agricultural, excepting only the roadside, and where, therefore, good zoning would result in two zones, one the roadside and the other the remainder of the county. Where the conditions justify such district zoning, no doubt the Committee did not intend to express an adverse opinion. The Committee holds the opinion that the roadside, as such, should not be chosen as the area or unit of a zone plan; but it does not follow that the roadside might not become a separate zone or district in any particular zone plan in which such districting would be logical and sound.

be recognized as that part of city and regional planning which deals with the allotment or distribution of land uses, particularly private land uses, and of building intensity. Consequently, it is concerned with all the functions which land and buildings are to perform for the community, and with the promotion of all the public benefits which are involved in the regulation of the uses of land, particularly private land. These benefits are usually summarized as the public health, safety, morals, convenience, prosperity, and welfare. Consequently, the territorial unit of zoning should be such geographic, political, commercial, or social community as needs logically to be taken into account in the processes of the allotment and distribution of land uses and land development for all these functions and purposes. The political unit—city, town, borough, or county—is the most practical and convenient, and is a fairly scientific or logical unit for this allotment and distribution. The regional unit, which is composed of several political units and has the attribute of being a geographic, commercial, or social community, is the unit which most completely satisfies these requirements. The roadside or a strip of designated width along the roadside is not such a unit. It is not a political unit, for it crosses many political boundaries and does not contain the entire territory of any single political unit. It could not be considered a social or commercial unit, giving those expressions any substantial meaning. The purposes of the proposed roadside regulation are safety and esthetics, and no plan for the regulation of the roadside strip alone could take into account all the functions of land and buildings and all the classes of public purposes which constitute the factors and objectives of city and regional planning.

Furthermore, the constitutionality of zoning has come progressively to be recognized as based upon comprehensive planning; that is, the comprehensiveness or logicity of the territory or area covered by the zone plan and the comprehensiveness of the purposes and functions to be served by the scheme or regulation. More and more clearly the courts are recognizing that the social, and consequently the legal, justification for zoning is derived from the fact that the zone plan is a constructive design for the distribution of land uses and building intensity, rather than from the motivation of restriction or suppression of harmful uses. The courts are declaring, more clearly and to a greater degree than before, that zoning is not nuisance legislation. This legal development toward the recognition of the planning concept is strengthening the legal supports of city planning, including zoning. It would be difficult, if not impossible, to fit the selection of the roadside strip, as the zoning unit, into this planning concept. We are not presuming to express any opinion upon the legal validity of the so-called zoning of the roadside strip. It is, however, clear that the arguments for such validity would necessarily be in some respects inconsistent with the legal bases of city planning and zoning.

City and regional planning have a definite contribution to make toward dealing with billboards and other harmful roadside developments. Indeed, in

the long run, planning and comprehensive zoning will be found the most effective class of regulation. Every piece of roadside is in some political subdivision—city, town, county, or state—or in some region which is an appropriate and logical area for zoning. We have come to recognize that zoning is an appropriate form of regulation for suburban, metropolitan, and rural areas, as well as for cities and other types of intensively urbanized units, and that county, regional, and state zoning should be actively promoted and accelerated. In zone plans, whether city, county, regional, or state, the safety and esthetic factors specially involved in the land along the highway may and should be taken into account. As, therefore, planning and zoning come to cover more territory, the result will be that more roadside areas will come to fall within the scope of effective zoning regulation, and the special problems of the roadside will thereby come to be more effectively dealt with. Just as the billboard nuisance, for instance, has been reduced within the cities through processes of zoning, so the billboard and other harmful uses of the roadside areas will come to be progressively reduced through the progressive inclusion of roadsides within the area covered by city, town, regional, and state plans.

The need of roadside regulation increases directly with the amount of traffic on the road, and, as building and population tend to follow the increase of traffic, the need for planning and zoning tends to increase in proportion to the amount of such traffic. Consequently, in the neighborhood of the very road whose roadsides need regulation, communities which need planning and zoning tend to be created.

It is clear that the control of rural roadside development should be an integral part of highway planning and therefore of county and state planning. It is essential to the intelligent design and permanent efficiency of the highway.

Many state and county highways constructed during the past ten years have gradually become less and less adequate for the purposes of motor travel because of the uncontrolled development of the highway frontages. Clusters of filling stations and other business uses have created bottle necks for through traffic. The subdivision of adjacent lands, the opening of numerous intersecting streets, and the creation of blind corners by building operations have tended to give the former open highway the characteristics and disadvantages of a narrow village street.

In some instances a by-pass highway has been constructed around the community with a view to avoiding the slowing down of traffic incident to a built-up city street. In a few years, however, a shoe-string building development along the new route has created the same undesirable traffic conditions, to avoid which was a chief purpose of the construction of the by-pass.

The enormous expenditures that are being made for state and county highways cannot be justified unless these investments are protected by some continuing control of the uses of the abutting land. Some way should be found to give state, regional, and county planning authorities power to plan

for the regulation of the location of entering streets and driveways, setback or front-yard lines, the segregation and regulation of filling stations, garages, lunch stands, outdoor advertising signs, and other uses of property, to regulate the subdivision of land, and generally to promote an appropriate, orderly, and coördinated development of lands along or adjacent to such highways,—all as a part of comprehensive and coördinated state or county planning. Of course, provision should be made, by statutes and administrative practice, for the carrying out and protection of such planning.

This report is on the subject of the roadside and is not the appropriate place in which to enter upon a full discussion of state planning. As state planning, compared with city or regional planning, is still at an early stage and may offer means for reaching the solution of some parts of the roadside problem more expeditiously than city and regional planning, we are taking the liberty of devoting a little more attention to state planning than might seem to be warranted by the subject matter assigned to our Committee. There are aspects of land uses from the point of which the state is a logical region for planning purposes. The state is an existing political unit and has an established legislative body, and administrative and judicial officials. Its officials are functioning throughout the state and have need for the long-term coördinated planning of their activities on a state-wide basis.

It should be the function of the state planning agency:

(1) To prepare or coördinate plans for complete systems of main highways, expressways, parkways, airways, and waterways.

(2) To prepare plans for complete systems of state or regional parks and of water-supply and forest reservations.

(3) To make a complete survey of rural land utilization with a view to the determination, among other things, of the areas suitable for field crops, for reforestation, for watershed protection, for recreation, for summer residence and camping, and for urban expansion.

(4) To study the feasibility of promoting rural or village industries.

(5) To draft for submission to the legislature, for the carrying out of state plans, such regulatory ordinances affecting the use and development of private property as are deemed reasonable and necessary in the interest of the orderly and socially beneficial growth of the state. Such ordinances may be designated, among other things:

(a) To safeguard the integrity of state plans.

(b) To prevent soil and stream pollution and to preserve water supplies.

(c) To preserve forest areas and to further the reforestation of suitable areas.

(d) To preserve all natural resources including the natural beauty of the countryside and of scenic and historic places.

(e) To regulate the development along rural highways for the purpose of securing an orderly and appropriate arrangement or segregation of uses and of furthering the safety and adequacy of the highways for purposes of public travel.

- (f) To regulate the subdivision of land into building lots when such land is not within the jurisdiction of the subdivision control exercised by municipal or other local authorities.

These state regulations will also be directed, as a part of the state plan, toward preserving the natural beauty of the countryside and of scenic and historic places. In devising these regulations, the restriction or prohibition of billboards, for instance, or their allocation so as to minimize their interference with the outlook from the highway, would unquestionably be taken into account as one of the factors to be given weight in the process of planning. To prevent a farm owner from leasing a site for a billboard, as an item in the state plan, might not materially interfere with the normal enjoyment of his property, while preserving a great public recreational asset, important to the health and comfort of the traveling public. Prohibition of billboards in scenic locations might be found to be reasonable and appropriate parts of state zoning plans. As the surveys and studies incident to state planning develop, the state planning department will be in position to inform the highway department, for instance, or other department administering the state's roadside regulations, of its recommendations concerning the appropriate portions of the roadside for exclusion of billboards and other harmful uses. Thus the application of state plans to the roadside strips will be accelerated and the roadside regulation will tend to become harmonious with the state plan.

This report is not the place in which to go into further details as to the organization of state planning, its techniques, its methods of legislation, or application, and is confined to pointing out, in a general way, the relationship of planning to the problem of the roadside development and indicating the various lines of approach to an adequate dealing with that subject.

Summarizing:

Planning, including zoning, furnishes on roadside territory, as well as on all other territory, an intelligent and effective method of regulating land uses and building development and therefore of preventing and reducing those uses which are detrimental to the public welfare, and of putting billboards, filling stations, and the like in their proper and appropriate locations.

The roadside "strip" should not be treated separately, but as an integral part of highway planning and, as such, should be included in comprehensive city, county, regional, and state planning.

COMMITTEE ON ROADSIDE IMPROVEMENT.

ALFRED BETTMAN
ROBERT WHITTEN
E. P. GOODRICH

April 21, 1932.

CURRENT PROGRESS

Conducted by JOHN NOLEN and HOWARD K. MENHINICK
LAWRENCE VEILLER HAROLD S. BUTTENHEIM
ARTHUR A. SHURCLIFF CHARLES W. ELIOT 2d
GORDON J. CULHAM

REMARKABLE PLANNING RECORD

The past three years show great progress in the execution of Kenosha's city plan. The major street plan involved eleven widening projects, the last of which will be completed during 1933, at an expenditure of \$1,748,342. The zoning ordinance was amended so that now there is established a definite line of measurement for setbacks on all major streets. Up to date eighty-three buildings with a total frontage of five thousand feet have been so set back.

Separation of grades on railroad crossings involving twelve full vehicular and three pedestrian subways is well under way, at a cost of \$4,500,000, of which the City's share is ten per cent. Five neighborhood parks have been completely developed, and four school sites of five acres have been acquired through subdivision regulation.

Sixty per cent of the shore line of Lake Michigan within corporate limits and a mile and a half outside have been secured for park development. Under the work-relief program two bridges and a thirty-foot concrete roadway are being built along this lake frontage. Plans are under way for the building of a modern bathhouse and recreational building on park property at the lake-front.

Street-car transportation in Kenosha was entirely inadequate. During 1932, plans were approved for modern transit facilities. The trackless trolley system was adopted and was completed early this year.

The civic center is nearing completion. This project covered eight city blocks and the elimination of a blighted district. This year sees the completion of the new Federal Building and widening of one approach area and creation of a central parkway as another approach to the civic center.

This planning program has been based upon a carefully prepared financial program. Most of the cost has been met by a pay-as-you-go policy. The difficulties which various communities have had in carrying out a city planning program were met in Kenosha through the procedure of (1) the securing of a city planning consultant, (2) formation of a city planning department to carry forward the detailed ideas of the consultant, (3) a financial plan relating the needs of the community to the funds which were made available, and (4) education of the citizens.

FLOYD A. CARLSON,
Director of Parks and City Plan Engineer.

PLAN PROJECTS PROVIDE UNEMPLOYMENT RELIEF

Plans for boulevards and trafficways have been the principal source of work-relief projects undertaken in and near Wichita, Kan., this past year. A diagonal road three and one-quarter miles in length, which was a part of the original plan and which the City Planning Commission actively promoted, was opened and graded as a relief project. Since the opening of this street, meetings have been held with the owners of most of the suburban territory through which it passes, in an attempt to gain their active support for the best type of platting and development. Some of them have authorized preliminary studies and a suggested street system has been prepared for two hundred acres nearest the city.

During the past two or three years, the City Planning Commission also brought about the replatting of a number of small tracts near the east edge of the city to conform more nearly to the natural topography. This involved about one hundred sixty acres and a mile of new boulevard type trafficway as a feature of the development. The new boulevard was also opened and graded as a work-relief project during the last winter.

A mile of riverfront drive is nearing completion, also as a work-relief project, on a route which is a slight modification of a major thoroughfare shown on the original city plan.

Preliminary studies have been made of a considerable area within the three miles now under the platting control of the City Planning Commission, looking toward the development of outer boulevards following the natural topography. Enough work has been done in locating these outer drives to provide relief work for two or three years more if necessary. The owners of about two thousand acres in one body have had a tentative regional plat made which includes the suggestions made by the Planning Commission.

Very few requests for zoning changes have been received in the past few months. The City Planning Commission made detail studies of actual development in outlying territory and recommended changing several fairly large areas to a higher use district. This was accomplished within the last year without protest.

Although without statutory authority, there has been written into the zoning ordinance a section which makes the City Planning Commission a board of appeals. The Commission has been very careful in handling these appeals, which come in at the rate of about one a month. No protests have ever been filed against the findings of the Commission. A number of situations which would have been very difficult to handle by the general terms of any zoning ordinance have been adjusted to the mutual benefit of the individual most affected and the surrounding neighborhood.

P. L. BROCKWAY,
Secretary, City Planning Commission.



**An Unsightly Section Scheduled by the Planning Commission
for Parkway Development**



Photographs by Edgar B. Smith

**The Same Section after Relocation of the River Channel
and Other Improvements**

ALONG THE RIVERFRONT AT WICHITA

BUDGETED PROGRAM IS VALUABLE AID

New Rochelle, N. Y., a suburban city of 57,000 population in the New York metropolitan area, is in the fourth year of its accomplishment of projects under the city plan. This plan, covering a twenty-year period with its budgeted program, was presented late in 1929. The program is divided into five-year periods, excepting the first, which is for six years. The major projects, along with the school building program, progressed rapidly during prosperous times. However, despite the retraction forced upon municipalities, forty per cent of the proposed projects have been consummated with but two thirds of the allotted time elapsed.

With but few exceptions, the plan has been closely followed as to order of necessity. Of the major projects, a Junior High School, an addition to the Senior High School, and two grade schools are completed. Right of way for a new boulevard through virgin territory has been acquired and the project is about half completed. The widening and extension of a main traffic artery have also been accomplished.

Studies undertaken by the Board include the subjects of housing and gasoline filling stations. The information obtained has been of great value in determining future growth and policies. Recently, with the aid of the unemployed through the Emergency Work Relief Bureau, a comprehensive survey was made of residential and commercial buildings, with particular reference to apartment houses. Traffic surveys were also made.

Although the city has been zoned since 1921, the Planning Board at its inception rewrote the zoning ordinance. Requests for changes in classification are rapidly increasing, as a result of the times, but the Board has steadfastly refused to change the map in such cases. The office of the Board serves as a clearing house on many municipal questions for both officials and the public.

PAUL A. BANKSON,
City Plan Engineer.

ENGLEWOOD CARRIES ON THROUGH THE DEPRESSION

The Planning Board of the City of Englewood, N. J., was provided for by an ordinance of the City Council adopted August 18, 1931, in accordance with the Laws of 1930 of New Jersey. This ordinance provided for a board of seven members to consist of the Mayor, an official of the municipality to be appointed by the Mayor, a member of the governing body to be appointed by it, and four private citizens to be appointed by the Mayor. (This number was later changed to six.) The Mayor was further empowered to appoint a Citizens' Advisory Committee to collaborate with the Board in its studies.



A Dangerous Jog in a Narrow Street



Photographs by Rosch

Safety and Convenience Assured by the Widened Thoroughfare
NORTH AVENUE, NEW ROCHELLE, BEFORE AND AFTER

The personnel of the Board consists of three engineers, three lawyers, a banker, a real estate and insurance broker, and the manager of a prominent store. One of the members is also a member of the Board of Adjustment.

Mr. Russell Van Nest Black of Princeton, N. J., was selected as consultant to the Planning Board. During the first year, Mr. Black studied the general character of the city and directed the study of various features by the City Engineer, who had been instructed to work with the Planning Board. The City Engineer's office had an unusually complete set of maps of various kinds and scales which could be readily adapted to planning work, and the consultant's fee has at all times been based on his use of as much of the City Engineer's time and services as were necessary. This was done to keep the Engineer and his office thoroughly familiar with the planning work as well as to lessen the expense of the consultant. The Engineer, due to his official position, has been considered a member of the Board, although he does not vote. At present he is acting as Secretary of the Board.

The City Planning Board was created primarily to safeguard and promote the residential character of the city. The only unoccupied land suitable for residences in the city comprises relatively small parcels of ground of a few acres in extent scattered among houses. If the development of this land were not held under strict control, the general character of the city would be altered, and considerable material damage done to the value of the properties now occupied by dwellings. This would hold true not only among the more expensive homes but among the moderate-priced homes as well. The Board felt that the present zoning code might well be improved by increasing its requirements and perhaps by changing the outline of some of the districts in the light of the growth of the city since the code was adopted in 1923 and the new zoning legislation and procedure adopted since that time. Through the coöperation of certain members of the Planning Board, who have financed half of the cost of the work, this study has been actively progressing during the year and the Board will soon be in a position to submit its recommendations to the Council.

There were before the Council petitions for zone changes in certain sections of the city when the Planning Board was first appointed. A study of these was made by the Board and its Engineer, and recommendations made to the Council, in which it concurred.

The Planning Board also early adopted a set of mapping regulations to govern its action should subdivision maps be presented. These rules were set up in accordance with the requirements the City had been following previously and the additional powers that the state planning law provided.

G. RUSSELL HARTLEY,
Secretary, City Planning Board.

PLANNING FOR AN ATTRACTIVE CAPITAL CITY

Olympia, Wash., one of the smaller state capitals (about twelve thousand population), occupies a strategic position at the head of Puget Sound. Its citizens, realizing the importance of an attractive capital city, organized a Planning Commission four years ago to work out a comprehensive plan for future development. This Commission is composed of twelve members, four of whom are *ex officio*, the Commissioner of Public Works, the City and County Engineers, and the District State Highway Engineer.



Silvertone Photo

Air View of State Capitol, Olympia

A port development started a few years ago has made great strides so that about two hundred and fifty ocean-going ships are cleared in a year.

The Pacific Highway passes through Olympia, and the Olympic Highway (Olympic Peninsula Loop) begins and ends there. The major street plan involves a complete relocation of the Pacific Highway through the city; it will be widened, and grade crossings and right-angled turns eliminated. The Capitol grounds are to be enlarged, and the creation of a fresh-water lake is contemplated by submerging the four hundred acres of adjacent mud flats.

A comprehensive zoning ordinance, involving architectural control of those sections of the city which are of public interest, has been prepared, hearings held, and the whole submitted to the City Commission for enactment.

ELBERT M. CHANDLER,
Chairman, Planning Commission.

HARVARD COURSE IN NATIONAL AND STATE PLANNING

Instruction in national and state planning has been given in the Harvard School of City Planning since its founding in 1929, and prior to that time the subject was taught in connection with city planning instruction in the School of Landscape Architecture; but a new course, recently announced, is the first at Harvard University to be devoted wholly to the problems of state and national planning.

The course is intended primarily for students in the School of City Planning but it will be open, under certain restrictions, to students in other graduate departments of the University, such as the Schools of Architecture, Landscape Architecture, and Engineering, where a knowledge of state and national planning is becoming increasingly important as a part of their professional training. The instruction will be given during the second half of the academic year 1933-34 under the direction of Assistant Professor Arthur C. Comey, with lectures by the other members of the City Planning staff and by experts from outside the University who are actively engaged in planning on a state-wide or national scale.

The new course will consider planning problems first in terms of the nation as a whole, and then in their application to regions which are larger than states, such as the New England area or the Tennessee Valley. Finally, it will show their application in the planning for individual states, for the state is the unit in which plans will generally be carried out.

H. K. M.

NEW HOUSING STUDY ANNOUNCED

The Phelps-Stokes Fund has announced a comprehensive and intensive study of slums and blighted areas, their causes, prevention, elimination, and conversion for proper housing or other uses. While the investigation will be undertaken with particular reference to the conditions and needs of New York City, the experience of other American and European cities will be considered and analyzed for purposes of comparison.

Mr. James Ford will be Director of this investigation. Mr. George N. Thompson will be Associate Director.

It is expected that eighteen months will be devoted to this research. The result will be embodied in a report which, it is hoped, will give the most comprehensive picture yet attempted of the problem in its various ramifications. Whereas there have been many studies of specific aspects of the slum problem, and many local investigations preparatory to the construction of improved dwellings, the material has not heretofore been assembled and adequately analyzed.

H. K. M.

ZONING ROUNDTABLE

Conducted by EDWARD M. BASSETT

ZONING AND TAXATION

QUESTION

ROBERT J. BARTLEY
CIVIL ENGINEER
BAY SHORE, NEW YORK

Mr. Edward M. Bassett,
233 Broadway,
New York City, New York.

Dear Mr. Bassett:

While reading over the 1932 *Proceedings* of the National Conference on City Planning I recalled that Mr. H. Ward Ackerson recently informed me that you and I disagreed on the use of zoning for tax assessment purposes. At Smithtown he quoted you as saying that a properly prepared zone district map should not be used in any way by the assessor's office. At various preliminary hearings in the Town of Islip for the extension of zoning, many taxpayers have specifically asked if their assessed valuation would directly or indirectly depend on the zoning district in which they may be located. The local Planning Board, of which Mr. Ackerson is secretary, has definitely stated "no" to these inquiries. Consequently, most people, realizing the increased sales value of business properties, have fought to be zoned as such.

I have long advocated that the Zone Maps should be one of the bases for properly establishing relative land values. In several of my reports to the Islip Town Planning Board concerning applications to change properties from Residence to Business, I have stated, "Any property zoned as business which is not even distantly liable to be fully used as such has the following disadvantages: (1) zoned business property may (as it should) be assessed at a higher valuation than residence property and (2) no prospective home owner will erect a dwelling in a zoned business district, hence such property will remain vacant until business is vitally essential; for regardless of the amount of land which may be zoned as business, there is always a definite economic relationship, which may be accurately predetermined, between the developed business frontage and the population it serves."

In another report to this same body I stated, "The increasing number of petitions requesting for no logical or convincing reasons changes from Residence to Business indicates that it is highly improbable that land-owners, especially speculative developers, can be educated to the fact that business frontage and population are definitely related. It is again suggested, therefore, that the Planning Board recommend to the Town Board and the Assessor's Office that zoned business properties, whether

developed or not, be assessed at a higher valuation than residential properties, for many petitioners themselves have admitted that they consider business properties more valuable for selling purposes. If and when objections to these increased assessments arise there will be no opposition on the part of abutting owners or the town officials to changing some of the excessively zoned business districts to higher or residence districts."

It seems that the use of the Zone Map for assessment purposes is being given a trial by several cities throughout the country, but, of course, it will take some time before the merits of this plan can be analyzed. Your views on this interesting and controversial subject will be appreciated and awaited with interest.

Very truly yours,

ROBERT J. BARTLEY.

ANSWER

Mr. Bartley is the engineering and zoning adviser of the Islip Town Planning Board and has had a large experience in Long Island towns and villages. His letter describes the practical problems that officials have to deal with. It is no wonder that he seeks an argument to use with landowners in country districts who want their highway frontage to be placed in the business district.

Land should be assessed for taxation at its fair value as between a willing buyer and a willing seller. Many elements must be considered in arriving at this fair value. But no element is so important that it can take the place of fair value under this rule. I have known of cases where assessors have made a uniform rate of assessment for street frontage in residence districts and a higher uniform rate for frontage in business districts. This is arbitrary and wrong. Sometimes the frontage in the residence district is more valuable than the frontage in some business districts and *vice versa*. Any assessor in a large city who followed such an arbitrary rule would be discharged. In villages and country districts there is a greater danger that the assessor will give an arbitrary value to frontage zoned as business. Sometimes this is the line of least resistance; it makes less work and allows the assessor to say to the landowner that he should petition the town board to change his zoning from business to residence. Sometimes the assessor honestly believes that land zoned as business is necessarily more valuable than if it is zoned as residence. He loses sight of the fact that the business zone allows homes as well as stores. Zoning for business is nothing more than prohibiting industry. Many officials mistakenly consider that land zoned for business must not be used for residences. In an unzoned town or village every street is the same as if it were zoned for industry. The adoption of a zoning plan making a few streets industrial and all the others business would be better than leaving the territory unzoned because most of the streets would be protected against the improper invasion of industry.

However, no one can deny that in the residential part of a city four corners that are zoned as business usually have an increased value because local business must go there and cannot spread all over the map. But unless the zoning of these corners for business is reflected in creating a higher fair value as between a willing buyer and a willing seller, then these corners should not be assessed any higher than the surrounding residential land. In other words, it is the fair value and not the zoning that counts. Sometimes zoning for business will reduce the fair value of land.

What mixes the whole matter up is the zoning of the modern country main traffic thoroughfare. Thirty years ago these frontages were desirable for high-class country homes and suburban residences. Now they are not so desirable for homes. Many zoning experts would say that about three per cent of the street and highway frontage is enough for business, and the rest of the frontage should be zoned as residence. This would bring about the result that enormous frontages of main traffic thoroughfares would be zoned as residence when the owners cannot build homes in those places that their wives will live in nor can they rent the homes after they are built. I do not refer to all parts of all main traffic thoroughfares. I am simply trying to point out a frequent situation. If the critic of excessive business zoning owned a lot on a main traffic thoroughfare that he could not use for a residence, he would join the crowd that clamors for business zoning. It may be that the solution of the zoning of the modern main traffic thoroughfare will be the establishment of freeways with parallel residential streets. Keep in mind that a freeway cannot have either stores or homes fronting it.

Miles of main traffic highways repel the building of handsome homes. The owners want their frontage to earn something and so clamor for zoning changes that will allow hot-dog stands and gasoline stations. In a recent case arising in the borough of Queens, New York City, the highest court of the state declared that zoning must not prevent the use of land for the only thing for which it is reasonably adapted.

One cannot make general rules that will fit all cases. Village and country zoning should be done with a scalpel and not with a meat axe. It should recognize the right sort of zoning for each piece of land. Courts thus far have not recognized the doctrine of proper percentages for residence, business, and industry. The reason seems to be that the court is compelled to look at the reasonableness of zoning for each building lot because law cases are brought on specific lots and the environment of that lot is what is before the court.

Now to return to assessments for taxation. It is not justifiable for the zoning officials to threaten a landowner on a main traffic highway with a higher tax assessment if he insists on business zoning instead of residence zoning. If the landowner is entitled to business zoning because that is the only kind of zoning that promises him any return on his investment, he should

be granted it. In the long run, land cannot be treated arbitrarily because it is a benefit to the municipality to do so. Zoning officials should go slow in making threats of what the tax assessors will do, and tax assessors should go slow in assessing land for more than it is worth in order to compel the owners to petition to have their land placed in a residence district. In other words, although zoning emphatically is an element in causing higher values, yet it does not cause higher values uniformly. The resulting effect will always be shown in the fair value as between a willing buyer and a willing seller. If the zoning is sound, it will increase the total of fair values for assessment. But it should do this without confiscation.

Probably Mr. Bartley is partly right. He is coping with practical problems. Probably I am only partly right, mainly because it is difficult to make my position plain. In all these problems one should try to think of both sides. And certainly one side should consider the landowner and what the courts will say about his reasonable rights.

E. M. B.

ESSENTIALS OF GOOD ZONING

The best results will be obtained from zoning if the problem is approached with the ideas in mind that good zoning is very good, while bad zoning is very bad, and that zoning is not a separate problem at all but merely one phase of the city plan. It is well to recognize, also, that smooth zoning administration may result from two conditions—excellent zoning and zoning so loose as to be ineffective. The latter condition arises from restrictions so liberal that they do not restrict, and from overextension of districts zoned for business and industry. The result is not zoning, but a profitless compliance with the form of zoning.

It will be found that effective operation of zoning is in direct ratio to the thoroughness and care with which the original zoning ordinance has been prepared and subsequent changes are made. Thoroughness and care in preparation include a comprehensive approach; experienced study laid on a background of familiarity with local conditions; knowledge of trends in development and growth; familiarity with court decisions within the state and throughout the country; and other factors necessary to intelligent judgment.—RUSSELL V. BLACK in "Planning for the Small American City."

LEGAL NOTES

Conducted by FRANK BACKUS WILLIAMS

MODERN PLANNING LEGISLATION AND THE SMALL PARK

Planning legislation, to be effective, must protect the city plan not only from ill-considered changes by the city authorities but from invasions by the owners of the land planned. Legally, it is the encroachments of private land-owners which it is most difficult to prevent. Buildings needlessly located partly or wholly in the beds of mapped streets are common occurrences, and have badly marred many a city plan.

The older planning legislation attempted to prevent this evil by the use of police power and was declared unconstitutional. The newer laws have suggested two methods of accomplishing this end. Under one system, exemplified by the Standard City Planning Act of the United States Department of Commerce,¹ the main reliance is upon the power of eminent domain; under the other, of which recent New York legislation² is the pioneer, use is made of the police power, carefully adapted to modern practice.³

In the New York legislation there is a requirement that, when appropriate, the subdivider in his plats, which are to become a part of the city plan, shall make a reasonable provision for small parks or playgrounds without expense to the community. This clause has already been passed upon favorably by the New York courts,⁴ which in so doing have to some extent manifested their approval of the police-power method of protecting the plan from the landowner. Of interest also in this connection is a more recent New York decision.⁵

The Village of Scarsdale had adopted the state enabling act⁶ authorizing it to adopt an official map and subsequently had adopted a map under it. This law provides that "before the approval of the planning board of a plat showing a new street or highway, such plat shall also in proper cases show a park or parks . . . of reasonable size for neighborhood playground or other recreation uses."

¹The Standard Act states the "New York" method fully in a note.

²Laws 1926, Chs. 690, 719; 1927, Ch. 175.

³A late statement of the advantages of the modern police-power method will be found in the Final Report of the Special Commission Established to Study and Revise the Laws Relative to Zoning, Town Planning and the Regulation of Billboards and other Advertising Devices, being Mass. House Document, No. 1240 (1933), p. 74 *et seq.*

⁴*In re Lake Secor Development Co., Inc.*, 252 N. Y. Supp. 809 (1931).

⁵*Matter of Crane Berkeley Corporation v. Lewis*, 238 App. Div. 124 (Apr. 7, 1933).

⁶1926, Ch. 719.

Scarsdale was one of the early advocates of the official map planning laws of the state, and conceded the validity of this provision. It, however, assessed the land set aside for parks in substantial amounts. The landowner contended that these taxes were invalid on the ground that the filing of the plat transferred all the assessable value of the park lands to the lots which had the right to use the parks.

The court, relying in this phase of the case on the well-known Gramercy Park decision¹ held that this transfer of value had occurred and that therefore the assessments were invalid. In so holding, the court decided that although technically the subdivider may not have given the purchasers of lots as plotted an easement over the playgrounds, it had created in their favor a perpetual estoppel against itself which practically did the same thing.

ALLEYS

QUESTION

LEAGUE OF VIRGINIA MUNICIPALITIES

June 16, 1933.

Gentlemen:

A question has arisen in one of our small Virginia cities in regard to the city regulation of alleys. We would appreciate it very much if you would give us your counsel in this regard.

In cases where alleys now exist and garages and other structures have encroached upon them making them impassable for vehicle traffic, should the city take action to establish alley lines and to have such structures removed? It seems obvious to me that alleys should have the same status as streets and should be maintained by the city for the best interests of all. Naturally, the citizens so encroaching upon the alleys are fighting such a move on the part of the city and claim that alleys are more or less in the nature of private property to be used as they see fit.

We would like to get some material and opinions on one or both sides of this question and I would appreciate greatly your compliance with my request.

Very truly yours,

HAROLD I. BAUMES,
Assistant Director,
Municipal Reference Bureau.

ANSWER

Yes, alleys have much the same status as streets,—indeed *are* narrow streets. There are private and public alleys, just as there are private and public streets; although as a rule alleys are private, and the rights of the city to regulate them are limited accordingly. For the most part the law of streets, private or public, is applicable to alleys.

F. B. W.

¹People *ex rel.* Poor v. Wells, 139 App. Div. 83.

N. C. C. P. & A. C. P. I. NEWS

Conducted by FLAVEL SHURTLEFF, Secretary

THE TWENTY-FIFTH NATIONAL CONFERENCE ON CITY PLANNING meeting with THE AMERICAN CIVIC ASSOCIATION Baltimore, Maryland, October 9th to 11th, 1933

Monday, October 9th

9.00 *Registration*—The Southern Hotel

PLANNING AND NATIONAL RECOVERY

10.00 *Morning Session*

Public Works Planning and Capital Budgets
The Regional Adviser and the National Public Works Program
Federal Grants for Plan Making
Planning Considerations in Various Kinds of Public Works

2.30 *Afternoon Session*

City and Regional Planning in Depression and Recovery
President's Address, Alfred Bettman, Cincinnati, Ohio
The Organization of the Planning Functions of the Federal Government
Charles W. Eliot 2d, Executive Officer, National Planning Board
What is National Planning?
Arthur C. Comey, Assistant Professor, Harvard School of City Planning

6.00 *Round Table*

Tuesday, October 10th

SLUM CLEARANCE AND CITY PLANNING

10.00 *Morning Session*

The Social Cost of the Slum and What can be Done about It
Professor Edwin S. Burdell, University of Ohio
The Technical Problem in Slum Clearance
The Architect's Viewpoint,—Eugene H. Klaber, Chicago, Ill.
The Planner's Viewpoint,—Harland Bartholomew, St. Louis, Mo.

12.30 *Planning Tour and Buffet Luncheon*

8.00 *Evening Session*

Legislative and Administrative Problems of Slum Clearance. A Forum.

Wednesday, October 11th

8.00 *Breakfast Round Table*

LARGE-SCALE REGIONAL AND RURAL LAND PLANNING

10.00 *Morning Session*

Problems and Objectives

Dr. L. C. Gray, Director, Division of Land Economics, U. S. Department of Agriculture
A. R. Mann, Provost, Cornell University
Ways and Means of Carrying Out the Plan
The Application of Urban Planning and Zoning Methods to Rural Areas
Robert Whitten, Planning Consultant, New York City
Lessons from European Experience
John Nolen, Planning Consultant, Cambridge, Mass.

2.00 *Afternoon Session*

The Tennessee River Valley Project as a Great National Planning Experiment
Dr. Arthur E. Morgan, Chairman, Tennessee Valley Authority
Earle S. Draper, Director of Land Planning and Housing
Dr. Floyd Reeves
Followed by discussion.

BOOK REVIEWS & LISTS

Conducted by THEODORA KIMBALL HUBBARD

TRANSITION ZONING. By ARTHUR C. COMEY. Cambridge, Harvard University Press, 1933. 150 pages. Photographs, diagrams, tables. 10 x 7 inches. (Harvard City Planning Studies, Volume V.) Price \$2.50.

Again the Harvard city planning group has made an outstanding contribution to the literature of zoning. Technicians and others interested in the fundamental processes of planning must acknowledge a debt of gratitude to Harvard for producing such authoritative studies as the one under review.

All who have had experience with zoning know that lines must be drawn separating districts. The courts have sanctioned the use of these lines and of regulations which permit the use of land on one side of a line for purposes which are prohibited on the other side just a few feet away.

District lines, therefore, are common causes of friction in the enforcement of zoning regulations. In an effort to reduce this friction, planning specialists and municipal officials have resorted to a wide variety of zoning devices. Mr. Comey has made a thorough study of these devices in some eight hundred ordinances and has presented his findings under the title, "Transition Zoning."

Forty per cent of the ordinances inspected in this research contain provisions, in one form or another, for modifying the effects of regulations along the boundaries of districts. The experiences in zoning administration in these cities have shown the need of greater flexibility in the handling of border-line cases. The older, stricter types of ordinances, which state plainly the conditions under which property may be used in each district and make no effort to reduce conflicts along district lines, probably will in time disappear. Some of these doubtless now achieve the effects of transition zoning through boards of adjustment.

Transition zoning as studied in this work is generally accomplished by (1) the use of stepdown districts on the official maps, and (2) provisions in the text of the ordinance stating what may or may not be done along one side of the district line or the other. Mr. Comey discounts the value of the first method, and the fact that so few cities use it would seem to indicate that it has serious defects.

A compilation of the numerous transition zoning clauses leaves one convinced, however, that zoning after eighteen years is far from being an exact science. A few cities have known exactly what they wanted and have developed proper tools to achieve the desired ends. But there has been much slavish copying, often of the worst zoning forms. It is pointed out that some

cities, perhaps advised by wordy attorneys or by superintelligent consultants, have "introduced novel intricacies into their zoning ordinances, even to the point of being scarcely intelligible."

On the whole, however, the transition zoning clauses covering the more obvious needs are fairly well standardized. In this book they are arranged in categories based upon use, height, and area regulations, with typical phrases being given in many instances,—all fully indexed and classified.

In some cases Mr. Comey has suggested model clauses. If this work has any defects, one may lie in the fact that it does not entirely satisfy the student of zoning technique who really wants to know which forms have proved to be most effective in actual use. A questionnaire was sent out to a limited number of cities and their experiences with certain types of transition zoning are recorded and add considerably to the value of the study. But the model clauses are too few, and the author is not sufficiently critical of the samples which represent zoning in its more fantastic forms.

In order to make his work complete in every respect, Mr. Comey has included a significant statement on the legality of transition zoning. Mr. Alfred Bettman of Cincinnati, with characteristic generosity, provided Mr. Comey with digests of cases involving this principle.

Only one case is recorded in which this particular phase of zoning was the main issue. The Supreme Court of Michigan, in *Holden v. Connor* (241 N. W. 915), in a divided opinion ruled against a transition zoning clause of the Grosse Pointe ordinance, but not on the general principle involved. Like many other questions now arising from the administration of zoning ordinances, the legality of transition zoning will probably never be settled by any single decision. If the regulations are reasonable and fair, the general principle is likely to have approval.

As a matter of fact, the basic purpose of all these transition devices is to reduce the prospect of litigation over the zoning plan. The danger is that planning specialists and administrative officials, out of a perfectly natural desire to remain at peace with their neighbors and fellow citizens, will forget that occasionally there are times when firmness is clearly in order. Conflicts which are settled out of court by sacrifice of fundamental principles may do greater injury to the cause of zoning than those which are cleared up by an adverse decision in an open legal contest.

The Harvard group made a wise choice when they selected Mr. Comey to conduct this research. The prodigious labor involved in reading, copying, analyzing, and classifying particular clauses in eight hundred zoning ordinances does not readily appear in this compact work. Yet a large part of the usefulness of the study lies in the manner in which the material has been presented. The diagrams by Mr. W. C. K. Baumgarten are exceptionally clear and helpful. All who had a hand in bringing forth this volume may well be proud of the final product.

L. DEMING TILTON

THE REGIONAL PLAN OF THE PHILADELPHIA TRI-STATE DISTRICT.

Formulated and compiled by SUB-COMMITTEES OF THE TECHNICAL ADVISORY COMMITTEE and the FEDERATION STAFF, in collaboration with the EXECUTIVE COMMITTEE. Philadelphia, Regional Planning Federation of the Philadelphia Tri-State District, 1932. 589 pages. Photographs, plans, charts, diagrams, maps (part folded), tables. 11 $\frac{1}{4}$ x 9 inches. Price \$10.00, less a professional discount of 25 per cent.

This plan and report are the result of several years' study by a Technical Advisory Committee comprising about two hundred technicians including city and regional planners, engineers, architects, and landscape architects, in collaboration with interested citizens.

Major regional problems of the District are fully discussed in this report, which is divided into two sections. The first presents the subject in non-technical language while the second contains the supporting data. The volume is very fully and attractively illustrated.

The first part of the report contains chapters dealing with a digest of policies, procedure and findings, a general summary and a statement of housing in the District, the development of the region, probable distribution of population, transportation and passenger travel, highways, port and rail facilities, airways and airports, parks and parkways, water supply and sanitation, and architectural and esthetic elements of planning.

This monumental volume is valuable not alone to the citizens of the Philadelphia region but may well serve as a guide and inspiration to others as well. Planning technicians will find a place for it, as an essential reference book, on their shelves next to the reports of the Regional Plan of New York.

H. K. M.

CITY MANAGER YEARBOOK, 1933. Edited by CLARENCE E. RIDLEY and ORIN F. NOLTING. Chicago, International City Managers' Association, 1933. 356 pages. 9 x 6 inches. Price \$2.00.

One of the important features of this Yearbook is a series of twenty articles covering the more significant developments in 1932 in the various fields of municipal administration. City planners will be particularly interested in a short article on city planning and zoning by Mr. Flavel Shurtleff, one on housing by Mr. Charles S. Ascher, and a brief recounting of the year's principal events in the field of recreation by Mr. Jay B. Nash. The greater portion of the Yearbook is devoted to the 1932 conference proceedings of the International City Managers' Association.

One article points out that more than one fifth of all the cities in the United States with a population of ten thousand or more now operate under the council-manager plan. It would be interesting and instructive to know whether these cities are more active than others in city planning and zoning.

H. K. M.

THE GOVERNMENT OF THE METROPOLITAN REGION OF CHICAGO. BY CHARLES E. MERRIAM, SPENCER D. PARRATT, and ALBERT LEPAWSKY. Chicago, University of Chicago Press, 1933. 193 pages. 8 x 5½ inches. (Social Science Studies directed by the Social Science Research Committee of the University of Chicago, No. XXVI.) Price, paper \$2.00.

This report is an admirable illustration of a much needed "case" study. It is true that the facts presented are disheartening and the conclusions reached are far from cheerful, but the method of investigation is excellent, and the contribution of facts and the analysis made of them by the authors is helpful not only to Chicago but also to all the other large urban and metropolitan regions of the United States, which now number nearly a hundred.

This little book is a good example of the studies directed by the Social Science Research Committee of the University of Chicago. The discussion centers on three main divisions: "Chicago in Confusion," "The Regional System at Work," and "Ways Out of the Jungle." Ample reason for confusion is apparent when one learns that Metropolitan Chicago is ruled by more than sixteen hundred separate governments. There are no less than seventy-four park governments, and a thousand school governments. Moreover, the number of governments tends constantly to increase. The Federal Government "maintains an elaborate establishment in Chicago, rivaling in expenditure, number of personnel and variety of functions that of any other governmental group in the vicinity." A rough estimate of the number of workers in this government organization, not including military and naval forces, runs as high as twenty thousand.

The conclusions of this study are well presented in four pages of "Findings," and a page of short-time and long-time programs ending with a proposal for a serious consideration of independent statehood for Chicago and the Chicago Region.

The mutual interdependence of regional government, administration, and regional planning is well illustrated. The authors point out that such subjects as circulation, parks, land uses, and zoning must all be incorporated in comprehensive regional planning, and that no one of the two hundred cities can do this planning alone, nor the fifteen counties, nor the three states. Credit should be given to the Chicago Regional Planning Association for its accomplishments but the broad question of a master plan for the region has scarcely been touched. Discouraging as the present facts of the Chicago Region may seem (all of which have been set forth with the utmost candor), the authors end with the optimistic sentence, "It is not the law that binds us now as much as our lack of a vivid sense of common interest, the failure in our civic imagination, the lack of steel in the symbolic 'I Will' of Chicago."

JOHN NOLEN

LOCAL GOVERNMENT IN THE UNITED STATES: A Challenge and an Opportunity. By MURRAY SEASONGOOD. Cambridge, Harvard University Press, 1933. 145 pages. $7\frac{3}{4} \times 5\frac{1}{2}$ inches. Price \$1.50.

Mr. Murray Seasongood, a successful crusader for better government in Cincinnati and Hamilton County, Ohio, tells in this small publication of his 1933 Godkin Lectures at Harvard University how the above communities were transformed from probably the worst governed ones in the United States to perhaps the best. Written with all the knowledge and fire of a man who has been through the thick of battle, the account will stimulate and spur others to like efforts.

The volume merits the especial attention of city planners, for the author shows how substantial economies in the cost of local government can be secured without sacrificing either the quality or the quantity of essential public services, of which he considers city planning one.

H. K. M.

FROM PLAN TO REALITY: Four Years of Progress on the Regional Development of New York and Its Environs. By the STAFF OF THE REGIONAL PLAN ASSOCIATION. New York, Regional Plan Association, Inc., 1933. 142 pages. Photographs, plans (part folded), diagrams, tables. $11\frac{1}{4} \times 8\frac{1}{2}$ inches. Price \$2.00.

The recent publication, "From Plan to Reality," presenting a report on the development of the New York Region in the last four years and an analysis of the extent to which this growth has been in accordance with the proposals contained in the Regional Plan of New York and Its Environs is more than merely a contribution to city planning literature; it is a practical, a significant, and a positive demonstration of the fact that great plans are not only capable of realization but that the best interests of the community may be served by their adoption.

The Regional Plan of New York and Its Environs required seven years to complete and represented a cost of a million dollars. It was in concept and in accomplishment a monumental undertaking. The Plan looked forward some forty years in the physical development of an area including parts of 3 states, 421 separate municipal entities, and 5528 square miles. The daily well-being of approximately ten million people was involved.

Now comes the Regional Plan Association, Inc., an organization effected in 1929, which has carried on not only the educational and promotional work involved in developing the Region in accordance with the Plan, but which has also continued the actual technical studies on which it was based, to tell us that more than one tenth of the proposals have been already realized and that if progress continues at the same rate, the entire plan for physical improvements will have been carried out before the forty years have elapsed.

The development of express highways is cited as a conspicuous example of the progress which has been made. Express highways are defined in the Regional Plan as not only express roads along which abutting property has no right of access, recently termed "freeways," but also all other major routes where grade separations or other special treatment at intersections permit comparatively uninterrupted movement of vehicles. The regional system of such highways included about 253 miles, of which only 3.5 miles were in existence in 1928. Progress has now been made on 179 miles or 72 per cent of the total new mileage proposed.

This means not only substantial progress on the Plan itself, but what is perhaps even more important, it means the adoption of new standards of type and design. The same is true of parkways and boulevard routes, railroad and port development, airports, housing, zoning, and land subdivisions, where broad new conceptions have gripped the imagination of the people and may have more influence over the future development of the community than the completion of specific projects.

There is much to commend in the report and but little to criticize. It gives recognition to opportunities as well as to difficulties under present economic conditions. While the particularity of detail in certain chapters may become a trifle tedious to an outsider, it adds specific value from the standpoint of residents within the region. In addition to the record of accomplishment, there are additional chapters on the adoption of better planning principles, the organization of local communities for effective planning, and a program for future activities based upon present needs and opportunities, and, finally, the volume itself is dedicated to Thomas Adams "under whose guiding genius the plan for the New York Region was made,"—a fitting recognition in a worthy successor to a worth while undertaking.

ELISABETH M. HERLIHY

OTHER RECENT PUBLICATIONS RECEIVED

CITY PLANNING is glad to receive for listing in this department pamphlets and documents of professional interest to its readers. The publications it thus receives are filed for permanent reference in the Library of the School of City Planning of Harvard University.

AMERICAN INSTITUTE OF ARCHITECTS. Report of the Committee on Economics of Site-Planning and Housing (to the Sixty-fifth Annual Convention—Apr. 1932). [6] pages.

ARCHITECTURAL FORUM. The planned community, with analytical charts of American and European housing. Compiled for the Housing Exhibition of the Subcommittee on Housing, A. I. A. Reprinted from *The Architectural Forum*, Apr. 1933. [23] pages. Illus., plans. Price 25 cents.

BENOIT-LÉVY, GEORGES. *Cités-jardins* 1932. Nice (L'Etoile, Pessicart), published by the Author, 1932. 130 pages. Illus. Price 40 fr.

- BLACK, RUSSELL VAN NEST, in collaboration with MARY HEDGES BLACK. Planning for the small American city. An outline of principles and procedure especially applicable to the city of fifty thousand or less. Chicago, Public Administration Service, 1933. 90 pages. Price \$1.00. (Publication no. 32.)
- CALIFORNIA COUNTY PLANNING COMMISSIONERS ASSOCIATION and CALIFORNIA STATE CHAMBER OF COMMERCE. Activities and accomplishments of county planning commissions in California. [San Francisco], The Association and The Chamber, June 1, 1933. 15 pages. Mimeographed.
- CHICAGO PLAN COMMISSION. The Chicago Plan in 1933: twenty-five years of accomplishment. Chicago, The Commission, June 1, 1933. 24 pages. Illus.
- CLARKE, GILMORE D. Our highway problem. Reprinted from *The American Magazine of Art*, Nov. 1932. [5] pages. Illus.
- DELAWARE HOUSING COMMISSION. Report, 1932. [Wilmington, The Commission], 1932. 44 pages. Illus., map, diagrams, tables.
- DES MOINES, IA. CITY PLAN AND ZONING COMMISSION. Annual report for the fiscal year ending March 31, 1933. Des Moines, The Commission, 1933. 17 pages. Mimeographed.
- . BOARD OF ADJUSTMENT. Annual report for the fiscal year ending March 31, 1933. Des Moines, The Board, 1933. 14 pages. Mimeographed.
- FAIRFIELD COUNTY PLANNING ASSOCIATION. Fairfield: first planned county in New England. Report of the Fairfield County Planning Association on the first year of the plan. [Bridgeport, Conn.], The Association, 1933. 12 pages. Illus., maps.
- GREAT BRITAIN. MINISTRY OF HEALTH. Town and country planning, England and Wales. London, H. M. Stationery Office, 1933. 25 pages. Price 7d. (Statutory rules and orders, 1933, no. 742.)
- ILLINOIS HOUSING COMMISSION. Final report. [Springfield?], The Commission, Apr. 1933. 34 pages.
- LOS ANGELES COUNTY REGIONAL PLANNING COMMISSION. ZONING SECTION. Seventh annual report, 1932. Los Angeles, Hall of Records, Jan. 1933. 25 pages. Map.
- MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE. Annual report for the year ending Nov. 30, 1932. Parts I and II. [Boston, The Department, 1933.] 139 pages. Tables. (Public Document no. 17.)
- Contains report on Housing and Town Planning by Edward T. Hartman, consultant, on pages 42-46.
- MASSACHUSETTS METROPOLITAN DISTRICT COMMISSION. Annual report for the year 1932. [Boston, The Commission], 1933. 112 pages. Tables, folded diagram.
- NEDERLANDSCH INSTITUUT VOOR VOLKSHUISVESTING EN STEDEBOUW. Het nieuwe land. De opbouw van de Wieringermeer. Amsterdam, N. V. Van Munster's Uitgevers Maatschappij, 1933. 51 pages. Illus., maps and plans.
- NATIONAL LAND-USE PLANNING COMMITTEE and NATIONAL ADVISORY AND LEGISLATIVE COMMITTEE ON LAND USE. The problems of "submarginal" areas, and desirable adjustments with particular reference to public acquisition of land. Washington, Government Printing Office, 1933. 24 pages. Price 5 cents.
- NEW YORK STATE BOARD OF HOUSING. Report to Governor Herbert H. Lehman and to the Legislature of the State of New York. Albany, J. B. Lyon Company, printers, 1933. 88 pages. Graphs, tables. (Legislative document, 1933, no. 112.)
- PACK, ARTHUR NEWTON. Forestry: an economic challenge. New York, The Macmillan Company, 1933. 161 pages. Price \$1.25.
- POOLE, REGINALD. The Town and Country Planning Act, 1932, explained: a guide to the law and practice of town and regional planning. With a foreword by Patrick Abercrombie. The University Press of Liverpool; London, Hodder & Stoughton, Ltd., 1933. 136 pages. Price 3s. 6d.

Town Planning Review

PUBLISHED QUARTERLY

The only English magazine devoted
entirely to this subject, and dealing with
the monumental and domestic aspects.

PATRICK ABERCROMBIE, Editor

*Professor of Civic Design
University of Liverpool*

Editorial Offices:
Brownlow House, Liverpool

Published at the
University Press of Liverpool
177 Brownlow Hill

Price four shillings a copy; annual subscription fifteen shillings, post free

The first thirteen volumes (with the exception of Vol. I, Nos. 1 and 2) are obtainable, at 20/- the Volume, bound in fawn cloth (boarded), or 15/- the Volume, unbound. Vol. I, Nos. 3 and 4, 5/- each.

Subscriptions may be sent to *City Planning*

